S3162-1-F

HOMELESSNESS IN KENTUCKY 1986 HOUSE CONCURRENT RESOLUTION 147

Research Report No. 237

Legislative Research Commission
Frankfort, Kentucky
July, 1988

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Prepared by

Dianna McClure and Jennifer Dickman

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This report was prepared by the Legislative Research Commission and paid for from state funds.

FOREWORD

The 1986 General Assembly through House Concurrent Resolution No. 147, directed the Legislative Research Commission to conduct a study of the "homeless in Kentucky and develop recommendations related thereto." The following report contains an in-depth analysis of homelessness, including findings, conclusions and recommendations for further action in Kentucky.

Our appreciation is extended to the numerous service provider agencies and organizations for the homeless and hungry, without their cooperation this report would not have been possible. We wish to thank the individuals and agencies within state government who provided data for this report. Also, we wish to thank Susie Reed, who typed this manuscript.

Vic Hellard, Jr.
Director

The Capitol
Frankfort, Kentucky
July, 1988

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SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS

A significant proportion of Kentucky citizens are at economic risk. Consider the following indicators:

In 62 Kentucky counties in 1980, between 40 and 59% of the citizens aged 25 or older lacked a high school diploma;
In 48 Kentucky counties in 1980, between 60 and 79% of the citizens aged 25 or older lacked a high school diploma;

32 Kentucky counties during calendar year 1986 had unemployment rates between 14 and 19% and 5 counties had rates between 20 and 26%;

62 Kentucky counties during calendar year 1980 had between slightly under one-fifth and slightly over one-third of their citizens living under federal poverty income guidelines;

13 counties had between slightly over one-third and slightly over one-half of their citizens under federal poverty income guidelines.

In August of 1987 a Kentucky Homeless Survey Form was mailed throughout the state to 529 probable direct service providers for the homeless. Two hundred eighty-eight of the probable homeless service providers returned the survey, for a response rate of 54.4%. One hundred four respondents in 58 counties throughout the state indicated they provided direct services to homeless persons. One-third of the responding agencies serving the homeless were located in Jefferson, Fayette and Kenton Counties. The remaining respondents were located in 55 counties scattered throughout the state.

For purposes of the Kentucky Homeless Study, the term "homeless person" was predetermined and identified as "an individual, whether or not a member of a family, who lacks a fixed and adequate nighttime residence."

Using an indirect method of estimation, agencies providing services to the homeless were asked to provide figures as to the unduplicated numbers of homeless served during calendar year 1986 and for the first six months of 1987. Using shelter data only, 28,572 homeless persons were sheltered in Kentucky during calendar year 1986. Using shelter data only for the first 6 months of 1987, and assuming the same service utilization rate for the remainder of the year, 35,887 homeless persons were estimated to be served in Kentucky in calendar year 1987. This represents a 26% increase in the number of homeless being sheltered between the end of 1986 and the end of 1987.

In calendar year 1986, most sheltered homeless persons (86%) in Kentucky were

concentrated in three area development districts: Kentuckiana, with 13,164 persons; Northern Kentucky, with 8,283; and Bluegrass, with 2,634.

Most agencies serving the homeless viewed their geographic mission as ending at the county border, with close to two-thirds of all respondent agencies so indicating. Only 7% of all respondents viewed their service area as statewide.

For all agencies surveyed, over half (54%) provided supportive services other than food and shelter. Thirty-nine percent (39%) of all respondents provided shelter services. Eight percent (8%) provided feeding services.

With regard to characteristics of homeless persons served during the first six months of 1987, the survey findings were:

- most sheltered homeless persons were residents of Kentucky, with 90% of sheltered homeless persons having a Kentucky address as an immediate prior place of residence;
- almost three-fourths (73%) of homeless persons served by all respondent agencies were residents of the county in which the agency was located;
- most homeless persons receiving one or more services were male (71%), white (84%), young (64% under the age of 40), uneducated (only 11% had a high school diploma or attained a GED), unemployed (90%), a substance abuser (37% alcoholic and 12% drug addict), domestic violence victim (28%), or an evicted renter (23%);
- for the female homeless population, there was an alarming proportion under the age of 18 years, with 39% falling in this age group compared to only 15% of the male homeless population being under the age of 18; a very small percentage had a high school education (11%);
- black females were disproportionately represented among the female homeless population, with 22% black homeless persons compared to 7% black female persons within the state's population;
- families were represented among the homeless, with 18% of all homeless being AFDC recipients and 23% of all shelter beds being used by families, (with either one or two parents) and with families representing 38% of the persons using food kitchens (37% being women with children and 1% being two-parent families); and finally, an unknown percent of the 28% domestic violence victims undoubtedly included one-parent families;
- one-fifth of the homeless population was made up of deinstitutionalized persons (either mentally ill or convicted defendants);
- very few chronically mentally ill persons (4%) were found among the homeless, although 9% of all homeless had been recently released from an inpatient psychiatric facility;
- there was a significant proportion (29%) of the homeless who were physically disabled and/or physically ill;
- persons with criminal histories did not account for a significant proportion of

the homeless, since slightly over 1/10th of all homeless (11%) were recently released from prison or jail; and due to the high percent of homeless persons with alcohol problems, some proportion of jailed persons were undoubtedly serving time for alcohol related behavior.

With regard to feeding the homeless and hungry of Kentucky, the major findings were:

- 25 food kitchens were operational throughout the state, including 4 of which were free standing;
- 51% of all respondent agencies provided food bank services in 36 counties; 4 separate food banks were operational;
- food kitchens were generally operated 7 days a week, with the dinner meal serving the greatest number of people (19,852 persons served dinner in June, 1987) and the lunch meal being most frequently available (12,054 persons served lunch in June, 1987). A total of 36,674 meals were served at food kitchens throughout the state during June, 1987;
- characteristics of food kitchen users were men alone (48%), women with children (37%), women alone (8%), children alone (6%), and two-parent families (1%);
- data identifying exact numbers of homeless persons utilizing food kitchens was impossible to obtain, since users of food kitchens were found to be receiving meals without questions being asked about their homeless status.

With regard to sheltering the homeless, the major findings were:

- 40 shelters were operational in the state as of August 1987. Three types were most common: Day Shelters, Night Shelters and Other Sheltering (purchase of overnight lodging in a local motel or hotel);
- night shelter was most frequently available to the homeless, with 85% of all shelters being Night; purchasing of overnight lodging was the second most frequently available shelter type, with 10%;
- the largest concentration of shelters were in Jefferson, Fayette and Kentor Counties (representing 86% of the total shelters);
- of the beds available statewide for the homeless, the greatest proportion were for men alone (50%), followed by women with children (16%), followed by unclassified beds (14%), followed by women alone (11%) and, finally, minors (2% of shelter beds available, the smallest proportion allocated);
- there was a statewide shelter bed capacity of 1,133;
- slightly under half of respondent shelters had to turn away persons requesting shelter during the first six months of 1987. Homeless persons were turned away most frequently because of a lack of available bed space.

With regard to housing assistance for low income Kentuckians, including the homeless, the major study findings were:

- the availability of affordable housing for low income Kentuckians is a serious problem as indicated by local availability of housing financed by any of seven major publicly assisted housing programs as follows:
  1. two-thirds to well over three-fourths of all agency respondents indicated there was not enough public housing available locally regardless of type of household composition (persons alone or couples with children or couples without children);
  2. slightly under one-half to slightly under two-thirds of all respondents indicated not enough HUD Section 8 lower income rental assistance certificates were available locally regardless of type of household;
  3. nearly one-half to three-fifths of all respondents indicated not enough HUD Section 8 lower income rental assistance vouchers were available locally regardless of type of household;
  4. slightly over two-fifths to slightly over one-half of all respondents indicated not enough HUD Section 8 new construction substantial rehabilitation assistance available locally regardless of type of household.

In general, agency respondents tended to know more about the availability to selected household groups in their counties of the following two major housing assistance programs: public housing and Section 8 lower income rental assistance certificates.

Respondent agencies ranked factors as most needed for self-sufficiency for adult homeless persons. Of the ten factors ranking highest, six were related to jobs (more full-time jobs, more job training, more job retraining, jobs with employee health insurance, more community job creation and more minimum wage jobs); three factors were related to housing assistance (affordable public housing, affordable private housing and rental assistance programs). Only one of the top ten factors ranked most needed for self-sufficiency for adult homeless persons related to the homeless person needing more education, in spite of the fact that the survey found only 11% of all homeless persons had at least completed high school.

It would appear that respondent agencies were somewhat unrealistic about being able to move the homeless toward self-sufficiency first through more job availability and through job training and then secondarily through more education. Only five percent of the homeless had formal education beyond high school and, as previously stated, only eleven percent of all homeless had at least finished high school or obtained a G.E.D.

In addition, the LRC 1986 HCR 121 Study Report included a reference to a survey by the Kentucky Literacy Commission of Kentucky businesses wherein of 375 responding companies, over 70 percent required new employees to have four years of high school, a high school diploma, or a G.E.D.

Of the ten factors selected least as most needed for self-sufficiency for homeless persons, alcohol and drug treatment were included. Nonetheless, the survey, identified 37

percent of the statewide homeless as alcoholic. Alcoholism among the homeless was the second most frequently agreed upon characteristic of homeless persons.

Of the ten self-sufficiency related factors least available to homeless persons, six were related to jobs. These included full-time jobs (82% of respondent agencies stated these were least available); jobs with health insurance (66% of respondent agencies stated these were least available); job creation (58% of the agencies stated least available); job training (42%); minimum wage jobs (40%); and job retraining (34% of respondents stated least available).

With regard to the actual availability of local services determined as needed for homeless persons to become self-sufficient, the major study findings were:

- As might be expected, respondent agencies most frequently provided short-term crisis intervention services to the homeless. The ten services most frequently provided for homeless persons, were in the category of food, shelter and clothing.
- The ten services least provided for homeless persons fell into the classification of long-term services. Four of the ten services related to health or substance abuse treatment; two of the ten related to providing more stable housing arrangements (long-term transitional shelter and HUD Low Rental Assistance application assistance). Three of the ten included transitory services of time limited clothing storage, on-site laundry and cash.
- Although alcoholism was present for 37 percent of the homeless, on-site alcohol treatment was the fifth least frequently available service of respondent homeless service providers throughout the state.
- Statewide, the two services most frequently provided to the homeless, regardless of the type of homeless person, were clothing and food.
- Statewide, the two services least frequently provided to the homeless, regardless of the type of homeless persons, were on-site drug and dental care.

In summary, on a statewide basis, agencies serving the homeless appear most likely to be meeting only the short-term needs of the homeless population.

Based on the Kentucky Homeless Survey findings, we make the **following recommendations** regarding short- and long-term solutions to the problems of homelessness in Kentucky:

1. That the Kentucky Housing Corporation and the Kentucky Housing Association be requested to collect data and make a determination on the statewide availability and adequacy of low-income housing in Kentucky. It is suggested the data collected include:

(a) a county-by-county inventory of publicly assisted housing units/certificates/vouchers available to low-income Kentuckians; and

(b) number of persons, by type of household, on waiting lists for these housing assistance programs, length of time on such waiting lists, and methods for periodic updating of such lists. Further, that the KHC and KHA examine the feasibility of making

available to low-income Kentuckians and homeless service providers an easy-to-read guide to publicly assisted housing units. It is recommended that The KHC and KHA report their findings to the LRC and to the Interim Joint Committees on Counties and State Government no later than January 1, 1989.

2. That efforts of the Kentucky Literacy Commission be commended and supported, and further that literacy programs be specially designed for and made easily accessible to the homeless throughout the state. (Only eleven percent of the homeless had at least a high school education.)

3. That consideration be given by the Cabinet for Human Resources and local homeless service providers to the creation of specialized services to female homeless persons who are under the age of 18 (females under age 18 comprised thirty-eight percent of all homeless female persons). Further, more information needs to be obtained about these young homeless females. What are the causal factors linked to their being homeless? Are they "throwaway" or "runaway" children? Are they children of or victims of domestic violence? Sexual abuse victims? Are they substance abusers? Can the homeless causal factors be prevented? Specialized services to the teenage homeless females can include counseling, remedial education, reunification with families of origin, if possible and appropriate, and assistance with independent living arrangements, including housing.

4. That the providers of services to homeless persons:

(a) Develop consensus regarding core data about the homeless which needs to be routinely collected for dissemination to public and private policymakers and funding sources; and

(b) Develop a uniform method of data collection and sharing about the homeless persons served.

5. That specialized attention be given to outreach services for substance abusers among the homeless. (37 percent of all homeless were found to be alcoholic and 12 percent were drug addicts.) That the Department for Mental Health and Mental Retardation Services and the community mental health system consult with local homeless shelter providers about the design and implementation of such outreach services.

6. That the money grant portion of the Aid to Families with Dependent Children—Unemployed Parents program (AFDC-UP) be implemented so that households headed by two parents, one of whom has a recent work history, have a better chance of remaining intact. (Sixty-four counties are experiencing annual average of double figure unemployment for 1987. Service providers for the homeless indicated an increase in the number of homeless families during the last three years. The Kentucky Homeless Survey found families were represented among the homeless, with 18 percent being AFDC recipients, 23 percent of all shelter beds being used by families, and with families representing 38 percent of the persons using food kitchens.)

7. That federal action to review and amend the U. S. Food Stamp regulations affecting food kitchens and shelters be encouraged to enable more use of food stamps by homeless persons.

8. That the Department for Employment Services, Cabinet for Human Resources consult with shelter providers for the homeless and with food kitchens for the homeless and hungry to develop a system for assessing the job skills of and developing specialized job training programs for potentially employable homeless men and women between the ages of 18 and 40. In addition, that the Department for Employment Services explore with shelter providers and food kitchens the establishment of a pilot project or projects whereby homeless persons would be provided with day labor job experience accompanied by subsidized transportation thereto.

9. That increased attention be given to reduction of school dropouts within the Commonwealth. (Kentucky ranks 50th among all states in high school graduates. Statewide, only 66.3% of the students who entered 9th grade in 1980 graduated in 1984.)

CHAPTER I

INTRODUCTION

The 1986 House Concurrent Resolution 147 directed the Legislative Research Commission, through the Interim Joint Committee on Health and Welfare, to conduct a study of the homeless population in Kentucky and develop recommendations for the provision of effective short- and long-term programs for the homeless. The study resolution identified the following factors as pointing to the need for research on the homeless: task forces studying the plight of homelessness in Lexington, Louisville, and Northern Kentucky had identified approximately 4,000 homeless persons; fifteen to twenty percent of the homeless in Kentucky were estimated to be single women and women with children and the number was continuing to rise; and a large proportion of the homeless population in urban centers were believed to be migrant residents of rural Kentucky seeking employment opportunities.

The suggested HCR 147 study objectives were to:

Assess the extent and location of the homeless population;

Define the composition of Kentucky's homeless population;

Determine differences in the characteristics between the homeless people located in or originating from rural and urban areas;

Identify current programs and resources being used in conjunction with the homeless population;

Identify possible gaps in service;

Assess the trend of deinstitutionalization of facilities serving the mentally ill as it has affected the homeless population;

Increase public awareness of the homeless issue;

Develop a set of recommendations for effective implementation of short- and long-term programs for the homeless; and

Identify the measures and resources which would be required to implement such recommendations.

The actual study approach taken included the following: review of the literature about homelessness for the purpose of identifying methodologies for measuring the homeless and distilling national policy questions and solutions about homelessness; on-site visits of day and night shelters and food kitchens serving hungry and homeless persons to gain a multiple perspective on the dynamics of homelessness in Kentucky, as well as the quality and functioning of services and programs for the homeless; attendance at local homeless coalition organization meetings throughout the state to identify common priorities, concerns and issues; meeting with key informants to discuss the trends and issues facing service providers; and conducting of a Key Informant Survey to obtain facts and opinions statewide from key informants serving hungry, homeless and at-risk of being homeless persons.

The following chapters identify and discuss what has been learned about the causes, composition, and growth of homelessness in America; the numbers and characteristics of homeless persons in Kentucky; the numbers and types of services offered and not offered by agencies providing one or more services to homeless and at-risk of being homeless persons; and social and economic indicators of persons in Kentucky at-risk of being homeless; finally, it makes recommendations for short- and long-term impacts on homelessness in Kentucky.

Chapter II

HOMELESSNESS IN AMERICA

This chapter identifies and discusses what has been learned about the causes, composition, and growth of homelessness in America. When examining major studies/surveys of homelessness in America, there are three documents most frequently cited. These include those by the U. S. Department for Housing and Urban Development, the Center for Creative Nonviolence in Washington, D.C., an advocacy agency for the homeless, and the U. S. Conference of Mayors Task Force. The findings of these initiatives are briefly described as follows, according to the estimated number of homeless persons found, study methodology and criticisms/problems identified with the study methodology.

Estimates of Number of Homeless Nationwide

U. S. Department for Housing and Urban Development (HUD)

Estimated. 250,000 to 350,000 persons homeless nationwide on an average night. December 1893—January 1984.

Methodology. Consisted of four approaches, indicating the highest estimate possible would be 586,000, which HUD called an "outside estimate," and the lowest, 192,000. HUD concluded that as best as can be determined from all available data, the most reliable range is 250,000 to 350,000 homeless persons nationwide. A summary of HUD's approaches included: extrapolation from highest published local estimates; extrapolation from estimates in 60 metropolitan areas obtained in 500+ interviews; extrapolation of estimates from the national sample of shelter operators; shelter population and local area street count; and 1980 U. S. census street count.

Data Reliability. A number of interviewees claimed they were not asked to provide a total homelessness figure for their metropolitan area, but instead were asked for an estimate of a smaller population such as those in center cities only, in shelter only, or on the streets only; some interviewees said they were not aware of what geographical area their estimates were to cover or they were not familiar with the homelessness situation outside their immediate neighborhood or locality; there were claims HUD discarded or gave lower weight to some higher estimates; and HUD's assertion of little homelessness outside central cities was questioned by local service providers.

Findings. Through a nationwide survey of shelter providers and review of local studies, HUD also identified causes of homelessness and their relative importance. HUD concluded that the homeless fall into the following three categories, with an undetermined amount of overlap: one-half of the nation's homeless persons suffered from chronic

disabilities, such as alcoholism, drug abuse and mental illness; 40 to 50 percent of the nation's homeless persons had experienced severe personal crises, were runaways, victims of domestic violence, persons recently released from prison, refugees, or transient persons without resources; and 35 to 40% of the nation's homeless population were people who had suffered from adverse economic conditions beyond their control, such as loss of jobs or eviction.

Community for Creative Non-Violence (CCNV)
Washington, D.C.

Estimated. 2,000,000 to 3,000,000 persons homeless nationwide.
Winter 1983—1984.

Methodology. Consisted of interviews with key informants in 25 cities, towns, counties and states. Numbers based on a sample of local shelter providers who estimated an average of 1 percent of the total population of their locality was homeless. ALthough the estimates were for urban areas only, the 1 percent homeless ratio was extrapolated to cover the entire U.S. population and rounded to between 2 and 3 million.

Data Reliability. CCNV estimates were based on little empirical data, as shelter providers had not counted the homeless in their geographic areas; CCNV numbers were only a "best guess" estimate of what some individuals who came in contact with the homeless believed the size of the population to be. The numbers lack scientific reliability.

Findings. The Community for Creative Non-Violence identifies five major factors which are characteristic of homelessness: the impact of inflation, especially upon persons with "marginal" or "fixed" incomes. Many people must choose to either "heat or eat;" the shortage of affordable housing. Urban housing markets have been extremely tight, with high interest rates and very low rental vacancy figures; the failure of deinstitutionalization. The deinstitutionalization of the American mental health system has contributed heavily to the number of people on the streets. It is believed that mental patients comprise one-third to one-half of the homeless people in this country; unemployment. More than 11 million people are "officially" unemployed, and at least 1.6 million more have exhausted their benefits; and the breakdown of traditional social structures, relationships and responsibilities has meant drastic changes and deviations from time honored ways of addressing all of the other problems.

U.S. Conference of Mayors
Boston

Estimated. No estimate reported for the Nation; Data was for service utilization in 25 cities.
December 1986.

Methodology. Consisted of a survey of 25 cities whose mayors were members of its Task Force on Hunger and Homelessness. The survey sought information on: 1) demands for emergency food assistance and emergency shelter and the capacity of local agencies to meet that demand; 2) causes of hunger and homelessness and the demographics of the populations; 3) housing affordability status of low income people; 4) economic conditions relating to poverty and unemployment; 5) the impact of the national economic recovery on these problems; and 6) the outlook for these problems in 1987.

Findings. 1) In all but one survey city, the demand for emergency shelter increased during 1986; the average increase was 20 percent. The demand did not decrease in any of the cities. 2) An average of 24 percent of the demand for emergency shelter in the survey cities went unmet. In 72 percent of the cities, emergency shelters turned away people in need because of lack of resources. 3) Homelessness was expected to continue to increase in 84 percent of the survey cities during 1987. 4) The causes of homelessness most frequently identified by the survey cities were the lack of housing affordable by low-income people, unemployment and other employment-related problems, and mental illness and the lack of services needed by mentally ill persons. 5) On average, the composition of the cities' homeless populations were 56 percent single men, 28 percent families with children and 15 percent single women. An average of 29 percent of the homeless in the responding cities were chronically mentally ill; nearly one in five were employed, in either full-time or part-time jobs. 6) By far, the most significant change in the cities' homeless population was the number of families with children, with four out of five of the survey cities reporting that the number of families with children seeking emergency shelter had grown. In seventy-two percent of the cities, families compromised the largest group for whom emergency shelter and other needed services were particularly lacking.

Problems. No problems have been identified.

The Response

The Federal Level

The *Federal Emergency Management Agency* (FEMA) has assumed the largest federal role in addressing the homeless problem, with the most significant measure coming when Congress passed the Emergency Jobs Appropriation Act of 1983. Congress added a provision to this Act which created the first national program designed specifically to address the needs of the nation's homeless population. Under this provision, $50 million in FEMA funds were allocated to voluntary organizations to be distributed to areas needing emergency food and shelter. An additional $50 million in FEMA funds were allocated to state governments to be disbursed to local providers of food and shelter. Subsequent to this $100 million appropriation, additional FEMA funds in the amounts of $40 million and $70 million were appropriated in November of 1983 and August of 1984, and funds have continually been appropriated through 1988. FEMA funds from the first two appropriations

were allocated to 3,650 different voluntary organizations, using the Health and Human Services Community Services Block Grant (C.S.B.G.) formula.[1]

Congress' second initiative authorized the *Department of Housing and Urban Development* (HUD) to administer a $60 million emergency shelter program as part of the *Housing and Urban Renewal Recovery Act* of 1983. HUD, however, did not administer the program, choosing instead to encourage states to serve the homeless by making use of existing Community Development Block Grant (CDBG) funds. HUD records indicate that $53 million in CDBG funds were utilized in 1983 and 1984 to assist the homeless. Primary uses of the CDBG funds were: the rehabilitation of structures for use as temporary shelters; the provision of residential programs for alcoholic clients; and, the provision of housing for both the unemployed and victims of natural disasters. The additional $60 million HUD authorization, however, was never expended.[2]

Further legislation also mandated assistance to the homeless. *Public law 98-94* authorized the *Department of Defense* to make military facilities available for shelter use by the homeless. In FY '84, Congress budgeted $8 million for this shelter program. At the close of FY '84 only $900,000 had been obligated for two shelter programs, while four military facilities had opened shelter programs independently. Several reasons have been cited to explain why the facilities were not more widely used. The most common reason noted was the lack of funds available to cover program operation expenses. The Defense Department did not request funds to continue this program in FY '85. Yet Congress budgeted $500,000 to be used for this purpose and lifted all restrictions on what proportion of the money could be used for facility renovations.[3]

Although the most evident need of the homeless population is for shelter, food services are also required. The USDA has implemented two food distribution programs. The first collects surplus food from the community credit corporation's inventory and delivers it to non-profit institutions for use by congregate feeding programs such as soup kitchens and shelters. The second program donates surplus products directly to needy persons via non-profit organizations and food banks. Additionally, in 1983, USDA directed states to cease denying food stamps to categorically homeless individuals and families because they lack a permanent or "fixed" address.[4]

In Title XI of the Anti-Drug Abuse Act of 1986, Congress enacted the Homeless Eligibility Classification Act, which eliminated the need for a permanent mailing address as a requirement for receiving supplemental security income, aid to families with dependent children, Medicaid and veterans' benefits; maintains food stamp eligibility for homeless persons and allows them to use food stamps to buy prepared food in shelters; and specifically allows Job Training and Partnership Act funds to be used to support programs directed to the homeless.[5]

The most recent federal legislation enacted was the Stewart B. McKinney Homeless Assistance Act, passed in the Summer of 1987, which defined a homeless person as an individual who (a) lacks a fixed, regular and adequate nighttime residence, or (b) lives in a shelter, an institution (other than a prison) or a place not designed for or ordinarily used as a sleeping accommodation for human beings. The purpose of the Act was to meet the

critically urgent needs of the nation's homeless, with special emphasis on elderly persons, handicapped persons, families with children, Native Americans, and veterans. On the following three pages is a status report of state applications for federal Stewart B. McKinney funds for use in providing services to the homeless population in Kentucky.

Currently, The Homeless Persons' Survival Act (H.R. 286), pending in five U. S. Congressional committees, is a comprehensive bill designed to provide emergency relief to the homeless, including preventative measures and long-term solutions. The total cost of the bill is approximately $4 billion.

The following are highlights of the bill:

Emergency Relief

- Ensure that all homeless persons receive the base minimum of emergency shelter.
- Provide effective outreach so that homeless persons receive federal benefits to which they are entitled.
- Provide special emergency assistance to homeless families, including shelters for parents with infants.

Preventative measures

- Prevent unnecessary evictions from subsidized and private housing.
- Preserve low rent housing, such as SROs.
- Modify AFDC eligibility requirements that discourage maintenance of extended family living arrangements.

Long-Term Solutions

- Increase Section 8 and public housing units.
- Develop community-based permanent residences for the homeless mentally ill.

STATUS OF GRANT APPLICATIONS FOR THE HOMELESS

FEBRUARY 10, 1988

MENTAL HEALTH & MENTAL RETARDATION SERVICES

Mental Health Block Grant. The Department is eligible to receive $275,000. The grant application has been submitted to Secretary Cowherd for his signature. The grant is designed for the chronic mentally ill homeless.

Community Support Program Demonstration Project. Seven Counties Services, in cooperation with the Department, submitted a grant proposal December 1, 1987, for $343,140 for services to the chronic mentally ill homeless.

Community Demonstration Projects for Alcohol and Drug Abuse Treatment. Seven Counties Services, in cooperation with the Department, submitted a grant proposal January 5, 1988, for $900,000 for a two-year period. The grant will provide a 20 bed, 24 hour a day shelter/sobering up station.

Permanent Housing for Handicapped Homeless. The Department is working with Seven Counties Services and the Kentucky Housing Corporation concerning the details. A requirement for the application is that the Governor designate a state applicant. A letter has been sent to the Governor recommending the Kentucky Housing Corporation.

DEPARTMENT FOR SOCIAL SERVICES

Community Services Block Grant. Department for Social Services has been awarded $632,927 for services to the homeless. The money will be allocated to the state's community action agencies.

DEPARTMENT FOR HEALTH SERVICES

Primary Health Care for the Homeless. Lexington-Fayette County Health Department Primary Care Center has been awarded $106,000 for outreach for the homeless.

Seven Counties Services/Family Health Centers have been awarded $277,127 for outreach services to the homeless.

DEPARTMENT FOR EMPLOYMENT SERVICES.

Employment Training for the Homeless. The Department is eligible to receive $75,000. The regulations have not been written for the grant. They are expected in mid-March.

The Department for Local Government has allocated $457,000 for emergency shelter grants. They received 12 applications of which 10 were funded:

Lexington	$ 50,000
Jefferson County	127,500
McLean County	25,000
Pulaski County	10,000
Campbell County	30,000
McCracken County	11,950
Hopkinsville	25,000
Fulton	53,820
Covington	43,200
Frankfort	80,530
TOTAL	$457,000

Establishment of the Kentucky Coalition for the Homeless. Received $32,000 from Hands Across America. Six persons have been named to the Coalition.

The Department of Education is eligible to receive $75,000 for adult literacy and $50,000 for children and youth services.

SOURCE: Cabinet for Human Resources

STATUS OF FEDERAL FUNDS FOR THE HOMELESS
Stewart B. McKinney
(Public Law 100-71)

KENTUCKY

Programs	Available	Applied For	Received
Health & Human Services			
Primary Health/Local Health	46,000,000	333,127	333,127
Mental Health Block Grant	275,000	275,000	
Community Support Mental Health Demonstration	9,000,000	343,140	
Alcohol & Drug Abuse Demonstration	9,200,000	900,000 (2 yr.)	
Community Services Block Grant	37,000,000	632,927	632,927
Food Stamp Outreach w/50/50 state match	1,000,000	0	0
Education			
Adult Literary	121,000 (eligible but not applied for)	75,000	0
Children & Youth	69,000 (eligible but not applied for)	50,000	0
Housing & Urban Development Emergency Shelter			
State	457,000		457,000
Local (direct)	268,000		268,000
Supportive Housing Demonstration Program			
Transitional	80,000,000	0	0
*Permanent	*	*	*
Employment Services		75,000 Regulation not out	0
Temporary Food & Shelter Fema			
State		510,576	510,576
Set Aside		1,537,377	1,537,377
Direct			
			Total Funding $3,739,007

*Planning stages, amount to be applied for unknown.

SOURCE: Cabinet for Human Resources

CHAPTER III

HOMELESSNESS IN KENTUCKY

This Chapter presents the findings of four prior studies of homelessness in Kentucky (two emanating from Mayors of Cities Task Forces, one from a Coalition for the Homeless and one from United Appeal/Community Chest); describes the social and economic indicators in Kentucky which point to a large segment of the low-income population being at-risk for homelessness; and identifies the governmental service inventory for persons who are homeless.

Prior Homeless Studies

The four studies of Kentucky's homeless population have been conducted by the Mayor's Task Force on Homelessness in Lexington and Louisville, the Greater Cincinnati, Northern Kentucky Coalition for the Homeless, and the United Appeal/Community Chest. The following is an overview of their methodology and findings of the homeless population in their respective areas:

Lexington Mayor's Task Force on Street People

Estimated. No estimate given.
February, 1984

Methodology. Conducted 175 interviews with the street people in Lexington.

Findings. Identified the following causes for the increase in the number of homeless in Kentucky: unemployment; deinstitutionalization; cutting of disability benefits; scarcity of affordable housing; and cuts in social service programs. The characteristics of homeless persons identified included: 80 percent white; median age of 36; most were undereducated and only 36 percent had graduated from high school; 30 percent had not progressed beyond the 8th grade; only 40% of the population interviewed were residents of Kentucky. The major needs identified included: housing; income; residential rehabilitation counseling; medical care; alcohol and drug counseling; personal counseling and custodial care.

The Mayor's Task Force on the Homeless (Louisville)

Estimated. No estimate given.
1985.

Methodology. Methodology consisted of three major components: a survey of the homeless; a survey of the shelters servicing the homeless; and a survey of agencies and individuals who had continuing contact with them.

Findings. The homeless are predominately white (66%) and tend to fall under the age of 30. Approximately 1/3 of the homeless were born in Louisville and over half in Kentucky. One-third completed grade school and over half had attended high school. Eight percent had some college education, while only two percent had vocational training. Thirty-seven percent of the homeless had children. Over one-fourth of the homeless interviewed had psychiatric treatment, 26 percent in the past few months.

Greater Cincinnati Coalition for the Homeless
Northern Kentucky Coalition for the Homeless

Estimated. 1,806 homeless persons for the month of March, 1986.

Methodology. An independent agency conducted key informant interviews with shelter operators. It also conducted interviews with the homeless.

Findings. Characteristics of the population were 65 percent men alone; 17 percent women and children; 17 percent women alone; and 1 percent couples without children. The majority of the population ranged in age from 18 to 45 years. The major causes of homelessness identified were: loss of income; substance abuse; transient situation; evicted renter/housing problems; release from public institution; spouse abuse; separation or divorce; and child abuse.

United Appeal & Community Chest
Homeless Children: A Northern Kentucky Perspective

Estimated. No estimate given.
February—May, 1985

Methodology. Testimony of thirty agencies and groups and a review of pertinent literature.

Findings. Identified 3,024 children that were abused or neglected during fiscal year 1985; 1,565 cases were substantiated. Three hundred six children were served in foster care during fiscal year 1985. Two hundred four runaways were served in a Northern Kentucky shelter during 1984. It also identified the need for changes in the state system of care for children, including new approaches to casework services; increase funding for child protective services; the need for coordination, cooperation and communication across all agencies serving children. Intervention and prevention services and strategies in the northern Kentucky school systems are needed; as are the development of consciousness-raising

activities, public service campaigns around homeless children's issues, local services and resources for troubled youth, and transitional services for older youth.

Social and Economic Indicators of Kentuckians At Risk

Based on study findings linking homelessness to little education and low income status, the social and economic indicators of Table 1, which follows, reveal a great many low income Kentuckians at risk of homelessness. The major highlights of this data show the alarming figure that 42 counties have less than 40 percent of the population age 25 and older with a high school diploma. Similarly, in 23 counties at least 50 percent of the population have less than an eighth grade education. Today, the demand for casual labor has practically disappeared. Success in the job market requires increasingly high levels of education, technical competence and related skills inherent in the advanced industrial economy. Without education and literacy skills, unemployment and poverty will continue to grow. This table reveals how such factors are interrelated to the 64 counties experiencing an annual average of double figured unemployment, the 24 counties with 30—40 percent of their population below poverty and the average per capita income of $6,633. These factors thus leave a great many Kentuckians at risk.

In addition, Maps 1 through 7 display for each county the percent of the population who are unemployed, food stamp recipients, living under federal poverty income guidelines and those who are without a high school education or an eighth grade education.

TABLE 1

Social & Economic Indicators of Kentuckians at Risk

	% OF POPULATION 25 YEARS OR OLDER WITH DIPLOMA 1980 (1)	% OF POPULATION 25 YEARS OR OLDER WITH LESS THAN 8TH GRADE EDUCATION (2)	% OF POPULATION UNEMPLOYED AUGUST, 1987 (3)	% OF POPULATION BELOW FEDERAL POVERTY LEVEL (4)	% OF POPULATION ON FOOD STAMPS 1986 (5)	PER CAPITA INCOME 1983 (6)	NO. OF RESPONDING AGENCIES SERVING THE HOMELESS AUGUST, 1987 (7)
Adair	35	52	9.2	30	17	5,812	1
Allen	39	48	7.3	21	16	6,481	1
Anderson	50	33	7.1	10	8	8,192	
Ballard	54	29	9.1	14	10	7,390	
Barren	44	43	6.2	29	12	7,241	1
Bath	36	49	10.0	17	25	5,567	1
Bell	36	49	11.7	31	27	5,546	
Boone	65	18	5.0	8	6	9,079	
Bourbon	44	31	4.8	20	11	7,437	1
Boyd	59	24	9.3	14	13	8,348	2
Boyle	45	29	8.5	17	10	8,080	
Bracken	44	40	9.3	18	15	6,948	
Breathitt	37	48	13.4	37	38	5,287	1
Breckinridge	42	32	7.1	23	21	6,343	
Bullitt	53	39	6.6	11	11	7,126	
Butler	35	27	11.3	21	18	5,593	1
Caldwell	50	35	8.4	12	14	7,396	1
Calloway	60	27	3.8	15	7	7,646	
Campbell	56	26	5.8	10	9	8,443	1
Carlisle	53	32	13.3	15	12	7,127	1
Carroll	47	33	3.2	19	22	7,487	1
Carter	38	46	17.2	28	26	5,319	2
Casey	33	55	9.8	38	21	4,860	
Christian	60	26	7.5	22	13	6,981	
Clark	56	29	6.1	17	12	8,689	
Clay	28	59	11.7	45	40	4,375	1
Clinton	30	55	8.8	42	29	4,370	1
Crittenden	45	39	8.6	17	13	6,834	
Cumberland	29	61	5.9	32	22	5,404	1
Daviess	61	23	9.5	13	11	8,519	1
Edmonson	35	48	9.5	24	19	4,978	2
Elliott	31	55	16.2	33	32	4,168	
Estill	38	50	10.9	29	28	5,630	
Fayette	72	16	3.9	14	14	10,289	10
Fleming	40	48	5.8	25	18	5,872	
Floyd	40	46	12.4	24	22	5,871	1
Franklin	64	23	4.5	11	7	9,458	1
Fulton	48	34	7.8	25	22	7,271	
Gallatin	43	37	5.9	18	14	7,091	
Garrard	45	37	8.2	23	13	6,489	
Grant	48	34	5.8	14	12	7,166	1
Graves	50	32	6.4	14	11	7,795	1
Grayson	37	49	7.5	25	17	6,063	

TABLE 1

Social & Economic Indicators of Kentuckians at Risk

	% OF POPULATION 25 YEARS OR OLDER WITH DIPLOMA 1980 (1)	% OF POPULATION 25 YEARS OR OLDER WITH LESS THAN 8TH GRADE EDUCATION (2)	% OF POPULATION UNEMPLOYED AUGUST, 1987 (3)	% OF POPULATION BELOW FEDERAL POVERTY LEVEL (4)	% OF POPULATION ON FOOD STAMPS 1986 (5)	PER CAPITA INCOME 1983 (6)	NO. OF RESPONDING AGENCIES SERVING THE HOMELESS AUGUST, 1987 (7)
Green	36	55	9.7	25	15	5,949	
Greenup	57	27	9.1	14	11	7,606	
Hancock	57	29	8.4	15	12	7,690	
Hardin	67	21	5.6	16	7	7,345	
Harlan	38	45	14.7	27	26	5,513	2
Harrison	47	35	6.4	20	13	7,107	1
Hart	37	48	9.0	30	24	5,504	1
Henderson	57	25	7.8	12	13	9,103	2
Henry	51	34	5.1	21	15	7,222	1
Hickman	53	30	6.0	18	14	7,794	
Hopkins	50	34	6.3	15	13	8,188	
Jackson	25	62	10.7	42	35	4,368	1
Jefferson	64	19	6.9	12	10	9,756	15
Jessamine	60	25	4.4	16	9	7,863	
Johnson	43	44	11.9	25	26	6,205	
Kenton	59	23	5.0	10	9	8,891	9
Knott	36	51	15.5	33	35	5,128	
Knox	36	51	10.3	39	34	4,910	1
Larue	44	40	6.0	23	15	6,684	
Laurel	42	43	8.4	23	20	6,083	
Lawrence	36	49	10.9	32	31	5,721	
Lee	35	50	12.1	34	35	5,032	
Leslie	31	55	14.4	37	35	4,877	
Letcher	39	46	15.0	29	28	5,109	2
Lewis	33	55	9.1	32	26	4,820	
Lincoln	37	45	12	29	20	5,918	
Livingston	51	33	7.2	16	10	7,068	
Logan	45	38	8.6	17	11	6,740	
Lyon	54	31	5.5	14	9	7,255	
McCracken	63	22	6.5	13	14	8,916	4
McCreary	29	56	17.7	43	40	5,993	
McLean	47	36	12.1	15	13	7,213	
Madison	55	30	4.4	22	12	6,761	2
Magoffin	30	55	16.6	38	40	4,541	
Marion	45	39	11.7	23	19	5,952	
Marshall	56	28	7.1	10	9	7,823	1
Martin	34	50	10.9	30	31	6,473	1
Mason	49	34	6.4	20	16	7,021	
Meade	64	22	8.3	14	8	6,520	1
Menifee	37	56	12.0	32	29	4,530	

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TABLE 1

Social & Economic Indicators of
Kentuckians at Risk

	% OF POPULATION 25 YEARS OR OLDER WITH DIPLOMA 1980 (1)	% OF POPULATION 25 YEARS OR OLDER WITH LESS THAN 8TH GRADE EDUCATION (2)	% OF POPULATION UNEMPLOYED AUGUST, 1987 (3)	% OF POPULATION BELOW FEDERAL POVERTY LEVEL (4)	% OF POPULATION ON FOOD STAMPS 1986 (5)	PER CAPITA INCOME 1983 (6)	NO. OF RESPONDING AGENCIES SERVING THE HOMELESS AUGUST, 1987 (7)
Mercer	52	31	10.0	17	9	7,434	2
Metcalfe	33	55	6.3	32	22	5,132	1
Monroe	32	57	5.0	27	20	5,611	1
Montgomery	47	37	11.0	23	16	6,580	
Morgan	38	55	13.5	39	35	4,781	
Muhlenberg	45	37	11.4	16	18	7,234	1
Nelson	56	30	8.3	18	13	7,823	
Nicholas	42	39	7.3	22	15	6,729	1
Ohio	44	38	14.3	17	20	6,882	1
Oldham	69	17	3.7	7	4	9,224	1
Owen	41	40	3.9	24	15	6,261	
Owsley	29	59	8.8	24	46	3,670	
Pendleton	47	36	5.1	18	15	6,593	
Perry	37	48	11.4	26	26	6,133	
Pike	38	45	14.8	21	18	6,189	2
Powell	34	51	11.8	28	25	5,226	
Pulaski	44	43	7.9	24	16	6,546	2
Robertson	41	45	6.5	25	19	5,548	1
Rockcastle	34	53	8.0	34	27	5,189	1
Rowan	51	36	7.6	22	17	5,796	
Russell	37	49	6.7	36	22	5,860	
Scott	55	28	8.5	15	10	8,168	1
Shelby	55	28	4.8	18	10	8,347	1
Simpson	58	33	8.1	17	10	7,894	1
Spencer	48	44	5.9	18	16	6,898	
Taylor	44	42	6.2	20	12	7,262	
Todd	41	45	6.6	19	15	6,464	1
Trigg	48	37	6.4	18	14	7,487	
Trimble	49	38	4.5	14	14	7,873	
Union	57	24	6.4	23	10	7,163	
Warren	61	25	8.4	19	10	7,731	3
Washington	46	39	10.0	23	15	6,261	
Wayne	30	59	7.7	37	28	4,935	
Webster	47	34	9.4	18	12	7,544	1
Whitley	41	44	10.3	29	26	5,854	1
Wolfe	27	58	13.3	37	41	4,787	
Woodford	61	35	3.4	12	6	9,446	1

SOURCES: (1) Children At Risk, Kentucky Youth Advocates, 1986
(2) Children At Risk, Kentucky Youth Advocates, 1986
(3) CHR Department of Social Insurance
(4) U. S. Census Bureau
(5) CHR Department of Social Insurance
(6) Children At Risk, Kentucky Youth Advocates, 1986
(7) Kentucky Homeless Survey, 1986

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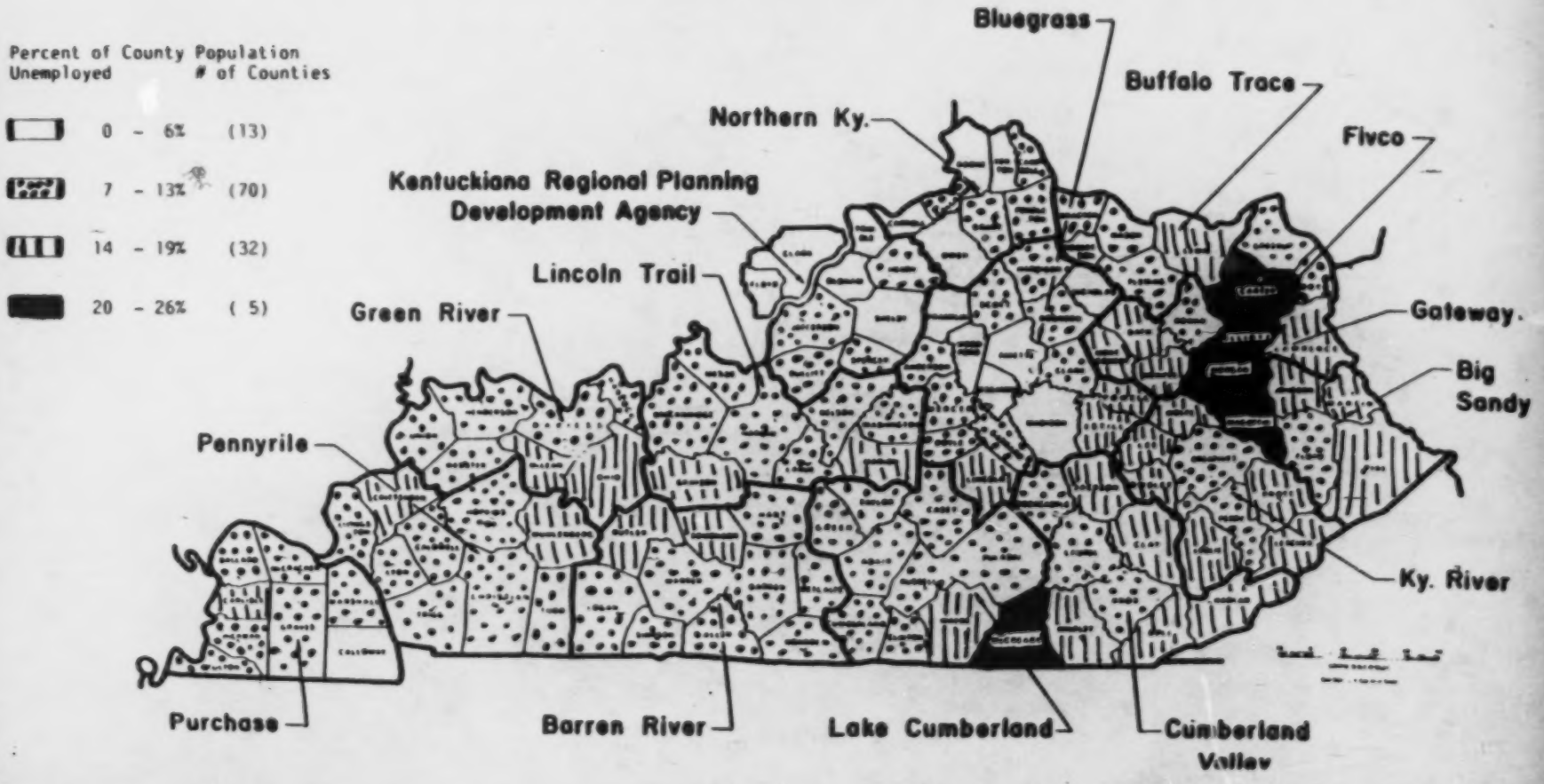
MAP 1

KENTUCKY UNEMPLOYED PERSONS

Percent of Unemployment by County

-Calendar Year 1986-



SOURCE: Cabinet for Human Resources
Preliminary Revised Kentucky Labor Force Estimates
Annual Average 1986

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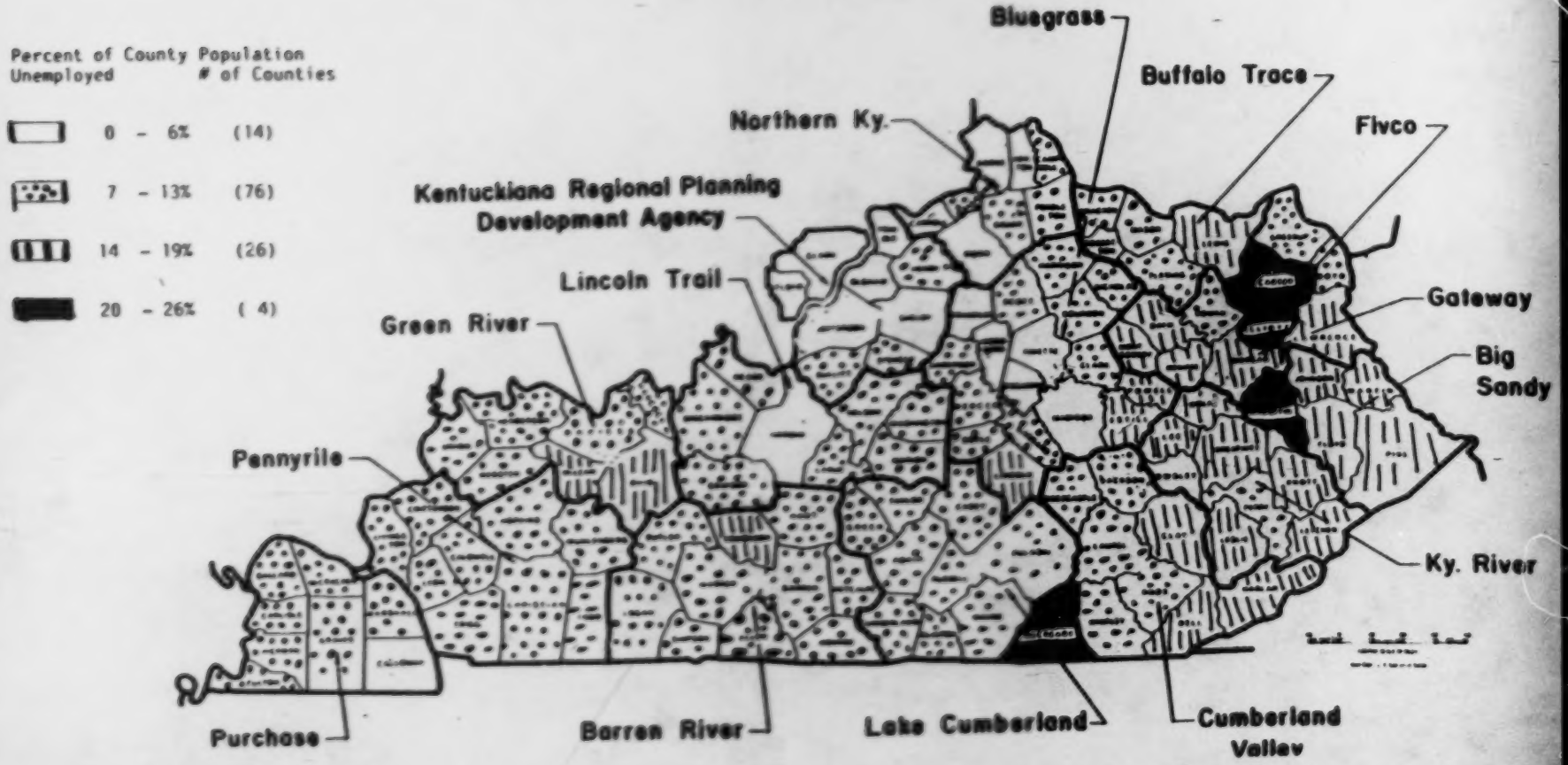
MAP 2

KENTUCKY UNEMPLOYED PERSONS

Percent of Unemployment by County

-Calendar Year 1987-



SOURCE: Cabinet for Human Resources
Preliminary Revised Kentucky Labor Force Estimates
Annual Average 1987

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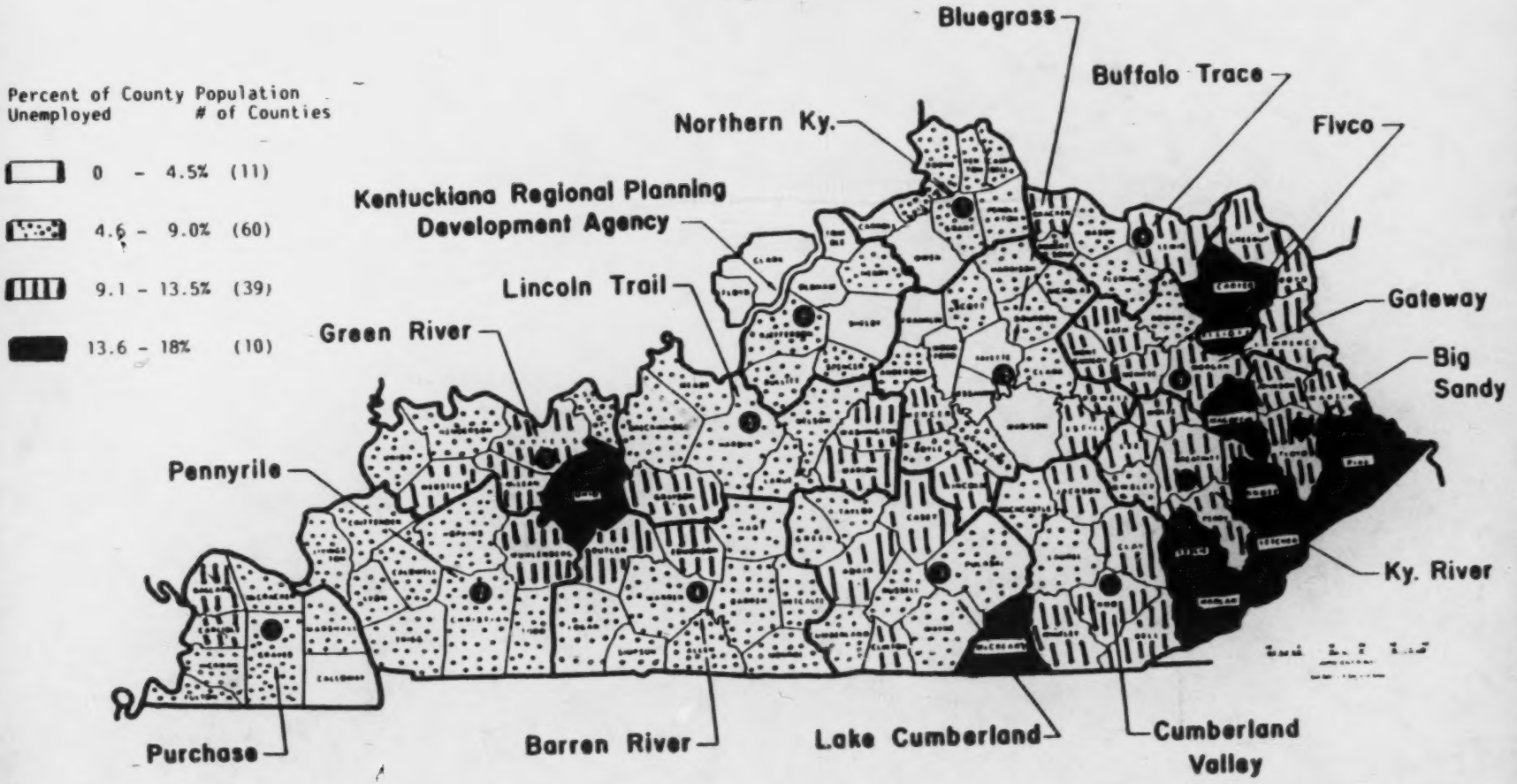
MAP 3

KENTUCKY UNEMPLOYED PERSONS

Percent of Unemployment by County

-August, 1987-



SOURCE: Cabinet for Human Resources
Revised Kentucky Labor Force Estimates August 1987

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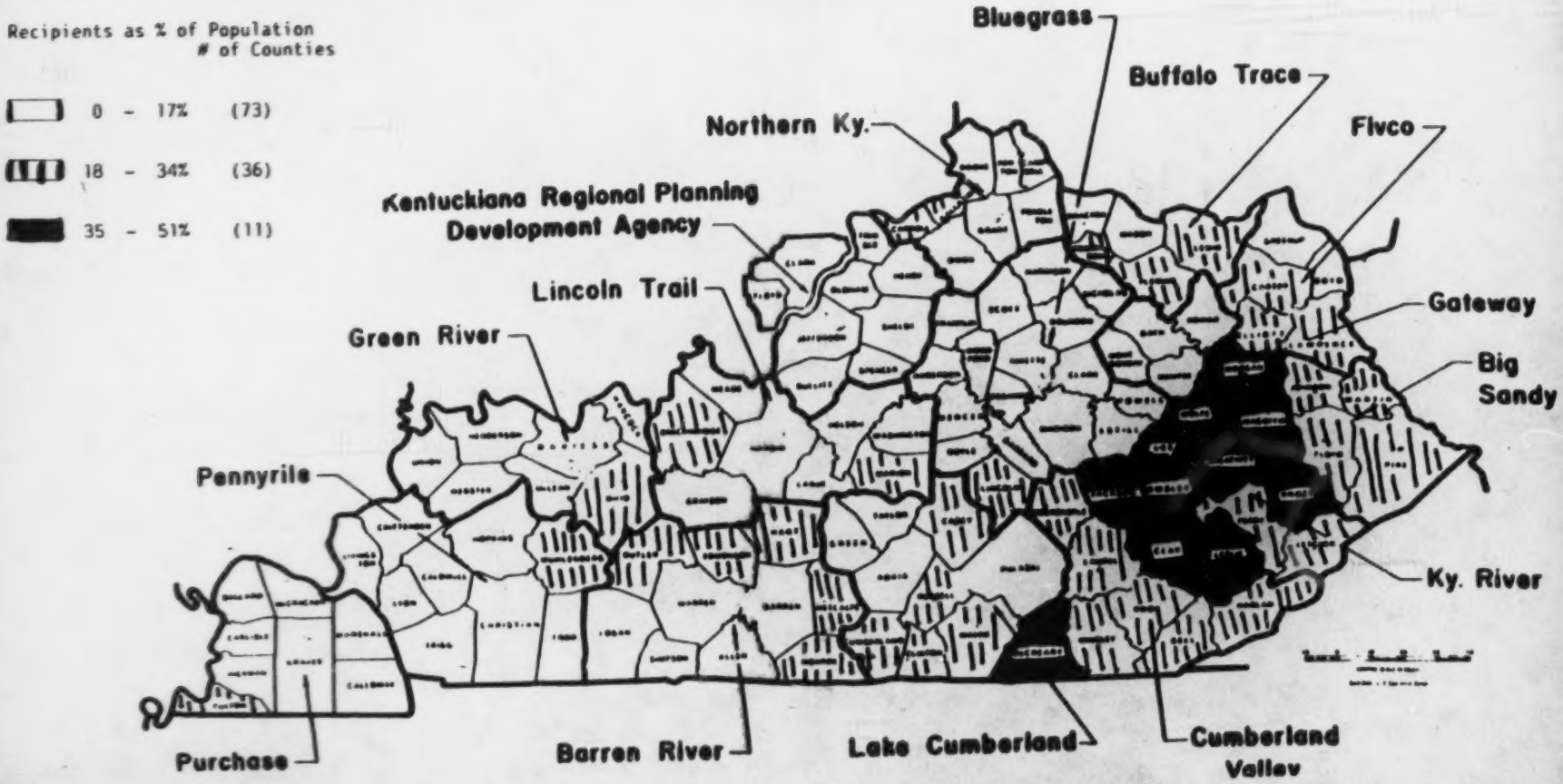
MAP 4

KENTUCKY FOOD STAMP RECIPIENTS

Percent of Population by County

-Calendar Year 1987-



SOURCE: Cabinet for Human Resources
Department of Social Insurance

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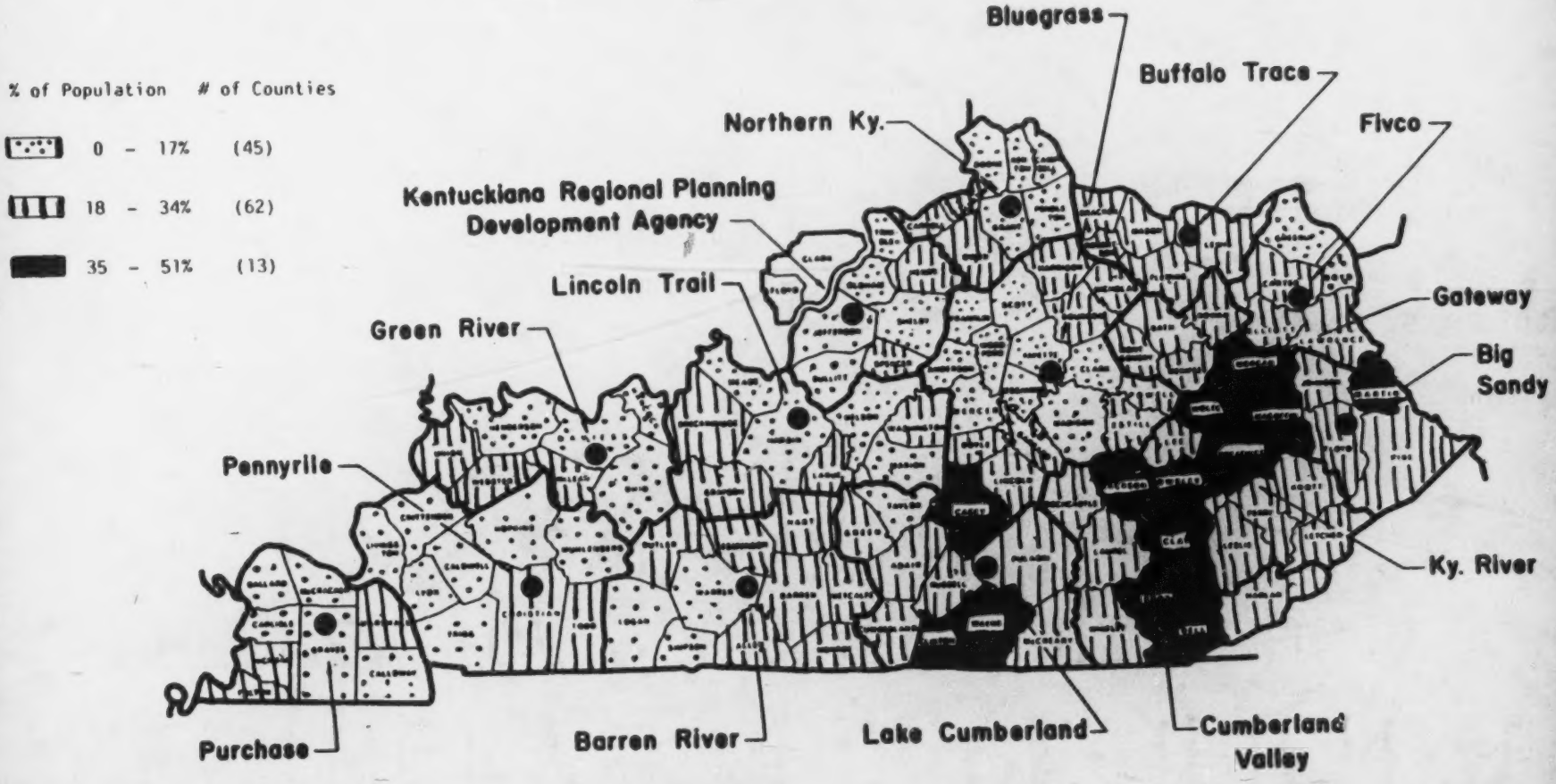
MAP 5

PERCENTAGE OF KENTUCKY POPULATION IN POVERTY

By County

-Calendar Year 1980-



SOURCE: 1980 Census Data

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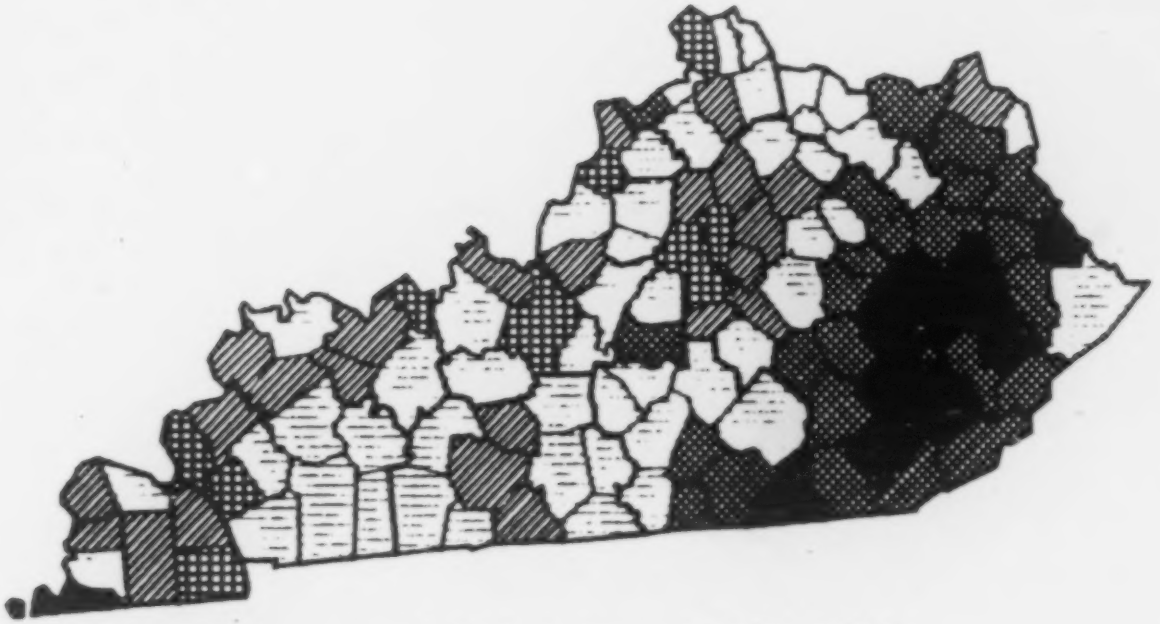
MAP 6

KENTUCKY AFDC RECIPIENTS

PERCENT OF POPULATION BY COUNTY

FISCAL YEAR 87



RECIPIENTS AS % OF POP.
OF COs

- 1.2% to 2.2% (10)
- 2.2% to 3.2% (24)
- 3.2% to 5.2% (50)
- 5.2% to 8.2% (24)
- 8.2% to 12.8% (12)

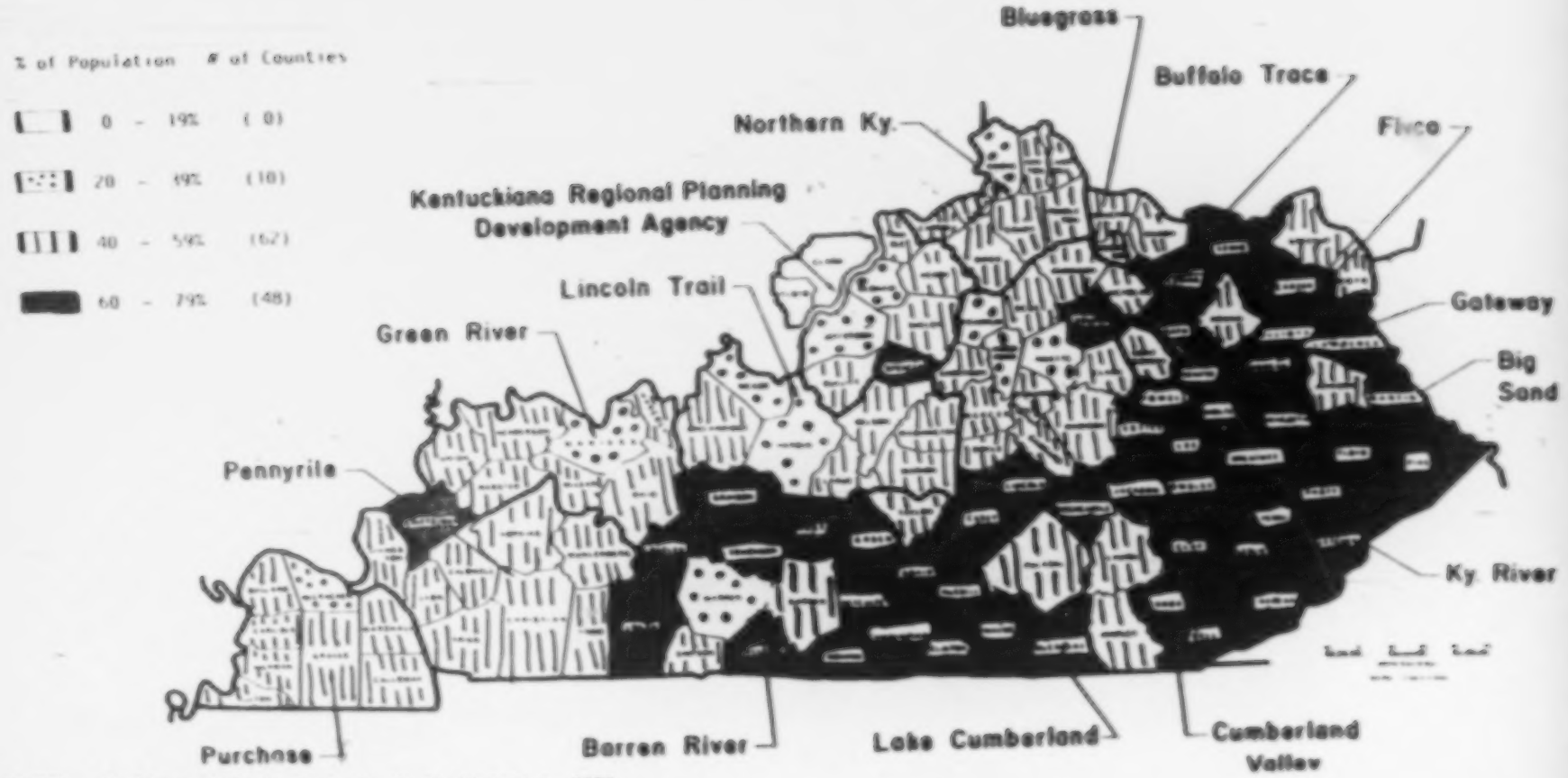
SOURCE: PA-264 report series Public Assistance in Kentucky FY 87

MAP 7

PERCENTAGE OF KENTUCKY POPULATION 25 YEARS OR OLDER AND WITHOUT A DIPLOMA

By County

-Calendar Year 1980-



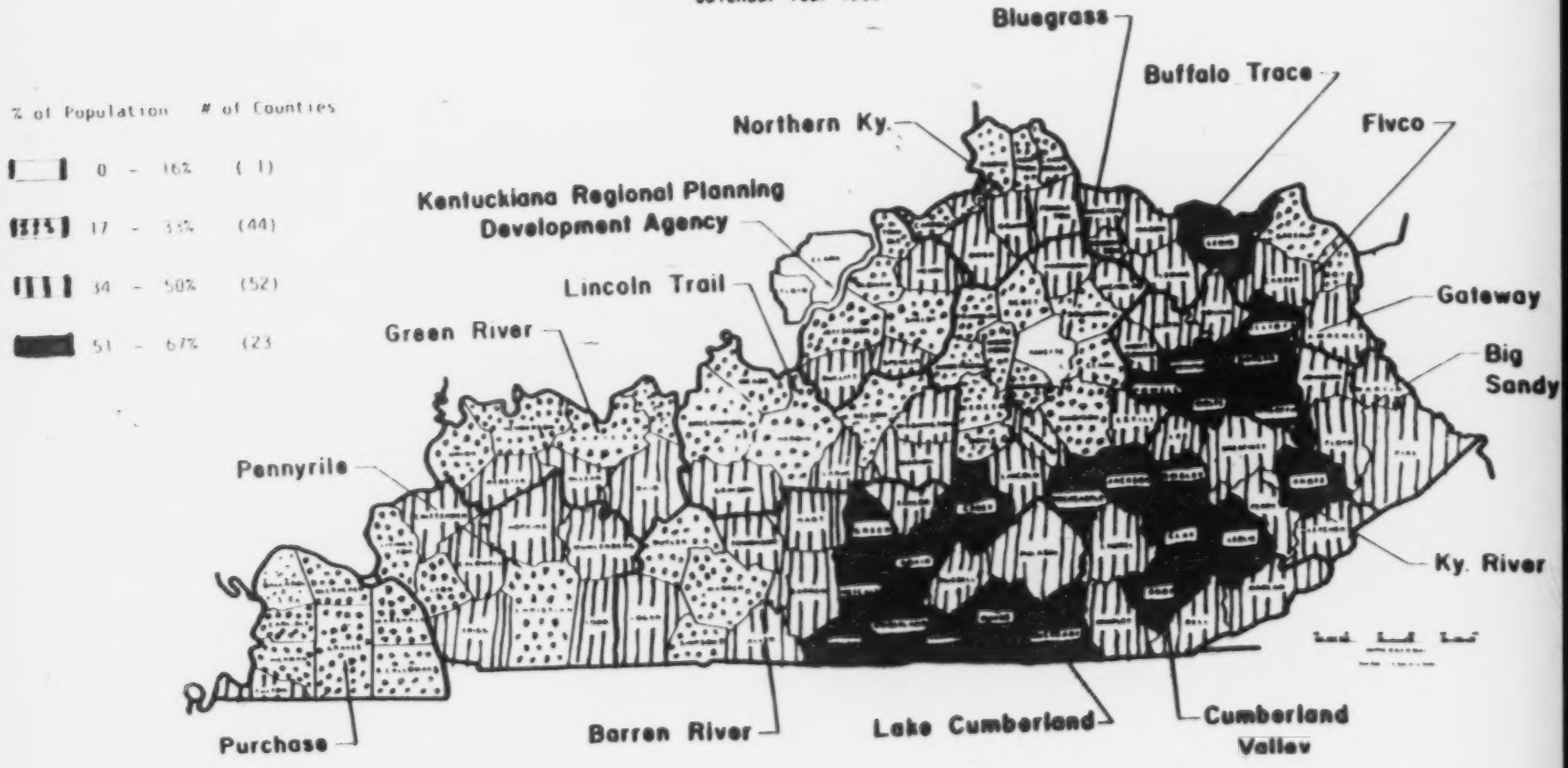
SOURCE: Children at Risk, Kentucky Youth Advocates, 1986

MAP 8

PERCENTAGE OF KENTUCKY POPULATION 25 YEARS OR OLDER AND WITH LESS THAN AN EIGHTH GRADE EDUCATION

By County

-Calendar Year 1980-



SOURCE: Children at Risk, Kentucky Youth Advocates, 1986

Kentucky Governmental Service Inventory for the Homeless

Department for Social Services

The Department provides, through the Division of Family Services, county offices on a statewide basis, information and referral of families and individuals needing the services to local shelter facilities in each area.

In a very limited number of cases where all other resources have been exhausted, the Department for Social Services has a preventative assistance program which may be accessed. However, funding for this resource is extremely limited; all community resources should be utilized first.

Emergency shelter of children, including primarily abused children and runaways, is provided in the Department for Social Services foster homes and in child caring facilities.

In the case of homeless adults, the Department for Social Services counsels and assists those unable to do so in finding housing. In cases of severely dysfunctional adults, courts appoint a guardian (usually a relative), who then provides assistance in locating shelter or housing.

Department for Social Insurance

The Department for Social Insurance administers Aid to Families with Dependent Children, Food Stamps, Child Support, Home Energy Assistance, and the Temporary Emergency Food Assistance Programs. The following summaries outline how these programs serve the homeless population in Kentucky.

Aid to Families with Dependent Children. Individuals who have a dependent child living with them who is deprived of a second parent due to death, incapacity, or absence of the second parent are eligible for cash assistance when technical eligibility and income factors are met. An average of 153,600 participants are served monthly. AFDC, however, is not available for individuals without children. Federal regulations require participants to be residents of the state in which they are applying. Although a fixed residence is not required, a mailing address must be available so benefits can be issued. Clients may designate a payee to receive the payment for them. Residency may be verified by the client's statement. Although AFDC benefits can be available to the homeless, the AFDC benefit level is currently set at 27 percent of the poverty standard. A mother with two children can receive a maximum of only $197 per month in AFDC benefits. If she also receives Food Stamps, the combined value of her benefits will not exceed $411, or 53 percent of the poverty standard. Kentucky's payment standards rank 44th in the nation.

Food Stamp Program. The Food Stamp Program helps people with low income buy enough food for a nutritional diet. It does this by issuing Food Stamp coupons which can be used like cash to buy food at stores which accept them. The 1986 calendar year averaged 529,871 monthly participants. Food coupons are 100 percent federally funded. To

participate, a household must reside within the county in which it makes application. A fixed mailing address or dwelling is not required. Food Stamps can be mailed to the local office for the client to pick up. Urban areas have issuance centers available. Households with little income or resources can be eligible for expedited services and receive coupons within 5 days. Effective April 1, 1987, homeless residing in shelters were eligible for Food Stamp benefits. Previously, these homeless were ineligible, as they were considered residents of institutions. Non-profit homeless shelters and facilities serving meals to the homeless may accept Food Stamps from homeless individuals as payment for meals. These regulations are quite restrictive for meal providers. Shelters accepting Food Stamps cannot act as authorized representatives for homeless individuals receiving benefits. Meal providers cannot give change or credit slips. Although homeless households are issued coupons in $1 increments, the majority of meals prepared by these non-profit facilities fall below $1. In determining the cost per meal, facilities can only use cost of undonated foods. Additionally, Food Stamp recipients must be provided the same option of eating free or making a donation in money or Food Stamps. Payment in Food Stamps is thus voluntary. Facilities must first apply to the state. Once the state determines that the facility is a non-profit homeless meal provider, the facility then applies to the Food and Nutrition Service for the ability to accept Food Stamps. The regulations were issued as an interim rule and are subject to change once comments from the public have been considered.

Child Support Program. The Kentucky Child Support Enforcement Program is based on state and federal law. These laws specify the manner in which the program must operate and grant authority for pursuing the establishment of paternity, the establishment and enforcement of support obligation, the location of payors, and the collection and distribution of support payments. Although these services are available to all Kentuckians, including the homeless, a mailing address is necessary for receipt of correspondence and payment.

Temporary Emergency Food Assistance Program (TEFAP). TEFAP is available to all Kentuckians. Seven commodities are available for distribution. They include cheese, butter, rice, cornmeal, dry milk, honey and flour. Except for cheese, these commodities do not accommodate the needs of a homeless individual or household, as they have no cooking facilities. Some TEFAP funds are allocated to charitable institutions for providing meals to the poor and homeless. The bulk of commodity funding comes from the Department of Agriculture.

Department for Employment Services Programs

Referral and Placement Services. Recruiting and screening job seekers for job openings and referral of qualified workers.

Kentucky Unemployment Tax Credit. Provides employers a credit of $100 per employee against state taxes for hiring certain unemployed residents.

Job Training Partnership Act (JTPA). Establishes programs to prepare youth, unskilled adults, dislocated workers, older workers and other economically disadvantaged people for entry into the labor force and to afford training to individuals facing serious barriers to employment. Some programs are OJT, classroom setting and work experience.

On-the-Job Training (OJT). Provides partial reimbursement to the employer for training eligible workers to learn a skill on the job.

Testing. Provides proficiency testing to determine the clerical skills of an applicant and aptitude testing to determine the potential of a job seeker to learn specific tasks for a job.

Employment Counseling. Assists entry applicants as well as those individuals who because of necessity have to change or choose another occupation.

Unemployment Insurance (UI). Provides income for temporarily unemployed workers with funds from employer payroll taxes.

Job Bank. A computerized system for exposing current job openings to job seekers throughout the nation as well as the Commonwealth of Kentucky.

Job Development for Job Seekers. Intensive efforts are made on behalf of a job applicant with a specialized skill where no openings exist in the local office for that particular skill.

Employability Skills Training (EST). Provides basic training to job seekers on how to get a job. Subjects include Job Interviews, Completing Company Applicants, and Keeping a Job.

Job Corps. A residential training program for young men and women 16 to 22 years of age who are out of school, unemployed and from low income families.

Federal Bonding Program. A federal program to assist parolees to get necessary bonding when this is a requirement of employment in a particular job.

Labor Market Information. Assists employers in understanding current conditions and provides a basis for planning progress.

Work Incentive Program (WIN). Specialized efforts to help people on welfare (AFDC) become productive workers.

Mandatory Job Listings. Job openings listed by federal agencies and federal contractors and sub-contractors who hold contracts in the amount of $10,000 or more with federal government agencies.

Migrants and Seasonal Farmworkers. A program to provide equal employment services to Migrants and Seasonal Farmworkers.

Special Recruitment. Used in initial staffing or expansion of a plant or firm.

The Emergency Veterans' Job Training Program. Provides employers 50 percent of the starting wage, up to $10,000 per veteran, when they hire and train Korean and Vietnam-era veterans in a growth industry or a technology-based or demand occupation.

Veterans' Employment Program. Provides intensive employment and employability development services to disadvantaged veterans, particularly Vietnam veterans.

Targeted Job Tax Credit (TJTC). Gives employers an incentive, in the form of tax credits, to hire certain targeted group members.

1-800-JOB-NEWS. A toll-free service to provide Kentucky Employers with immediate assistance for their special needs in recruitment of employees, information on tax credits, on-the-job training contracts, and unemployment insurance.

Weatherization Assistance Program. Provides weatherization services to homes of low-income individuals in order to conserve energy.

Department for Health Services

Two federally funded primary care centers in Kentucky have indicated intent to provide health care for the homeless. These are the Family Health Center in Louisville and the Lexington-Fayette County Health Department.

Primary Care Services, as defined in section 330(b) (1) of the Public Health Service Act, include:

> Physicians services and, where feasible, services of physicians assistants and nurse clinicians; diagnostic laboratory and radiologic services; preventive health services including children's eye and ear examinations . . . perinatal services, well child services, and family planning; emergency medical services; transportation to care; preventive dental services; and pharmaceutical services, as may be appropriate for particular centers.

Ombudsman Services

Complaint Review Branch. The Complaint Review Branch fields complaints and inquiries from homeless clientele pertaining to all programs administered by the Cabinet for Human Resources.

Guardianship Branch. The Guardianship Branch accepts referrals to provide guardianship services to homeless persons who have been adjudicated mentally disabled and have no one else to act on their behalf. Staff handles these individuals' personal and fiduciary affairs and acts as advocates on their behalf to insure that their basic civil rights are preserved and protected.

Department for Mental Health, Mental Retardation Services

The DMHMRS, Divisions of Mental Health and Substance Abuse, do not provide direct services but assure the delivery of services through contracts with the fourteen regional mental health centers. Each region is expected to provide services based on state and local priorities. These services are reported annually to the Division through the plan and budget process.

Specialized Programs for the Homeless Persons. Of the 14 regional mental health centers, only two offer the following specialized programs: case management services for homeless persons, or high risk persons involved in the courts, jails, hospitals or emergency shelters; immediate supportive services and aggressive outreach at the homeless shelter; and counseling, referral and advocacy.

Selected Mental Health Programs that Provide Proactive Services. The Department's response to homeless persons with mental illness has been to stress the initiation of

proactive services that offer solutions to the problem. For the past two years, the Department has funded demonstration projects to increase and improve the quality of community based services to the person with long-term mental illness. Although these demonstration services are not specifically designed to address the homeless issue, their use may obviate the person becoming homeless. These demonstration project services are case management, supported employment, housing and psychosocial day programming; and they are consistent with the recommendations for services issued by the American Psychiatric Association's Task Force on the Homeless Mentally Ill. The Department also funds six transitional facilities for persons with long-term mental illness.

Generic and Mandated Services. All regional mental health centers must provide outpatient, partial hospitalization, consultation/education and emergency services. These services must be available to the mentally ill, drug abusers and alcohol abusers and all age groups, including children and the elderly.

NOTE: This Service Inventory was provided by the Cabinet for Human Resources.

CHAPTER IV

COUNTING THE HOMELESS IN KENTUCKY

This Chapter describes how the number of homeless persons in Kentucky was measured and provides an "indirectly estimated" number of homeless actually served in 1986 and estimated to be served in 1987 by respondent agencies. It also discusses limitations of the data generated by the Survey.

Key Informant Survey

As a first step in measuring the homeless through a Key Informant Survey, an exhaustive list of probable service providers for the homeless was compiled. Initial research began by identifying traditional major service providers for the homeless in Kentucky, including;

The Salvation Army;
St. Vincent DePaul Society;
Volunteers of America; and
Community Action Agencies.

Next, the central office of each of these agencies was requested to furnish the names and addresses of any satellite agencies or units providing services to homeless persons.

In addition, a list of nongovernmental and governmental probable service providers for the homeless was requested from a number of sources, including:

The Department for Social Services, Cabinet for Human Resources;
Each Area Development District administrative office;
Each United Way Agency in Kentucky;
The Jefferson County Family and Neighborhood Services Cabinet; and
The Kentucky Council of Churches.

For purposes of the Survey, a determination was made to exclude measuring services offered by county welfare agencies and state agencies.

Utilizing this process, **529 probable direct service providers for the homeless were identified throughout the State for survey purposes.** At least one agency was identified in each county of the state. These probable service providers fell into the following categories: individual churches, local ministerial associations, emergency food programs, food bank programs, food kitchens, shelters, non-profit housing assistance programs, domestic

violence centers, community action agencies, church related agencies, such as the Salvation Army and Volunteers of America, and some civic minded individuals.

The Kentucky Homeless Survey Form was mailed to each probable homeless service provider on August 24, 1987. Correspondence accompanied the Kentucky Homeless Survey Form, stating the purpose of the survey, the type of data being requested and the importance of each organization's participation. A follow-up postcard was also sent to reinforce the importance of each response. In some instances agencies were telephoned and asked to return the Survey or were asked to clarify data on the completed Survey form.

Survey Response Rate

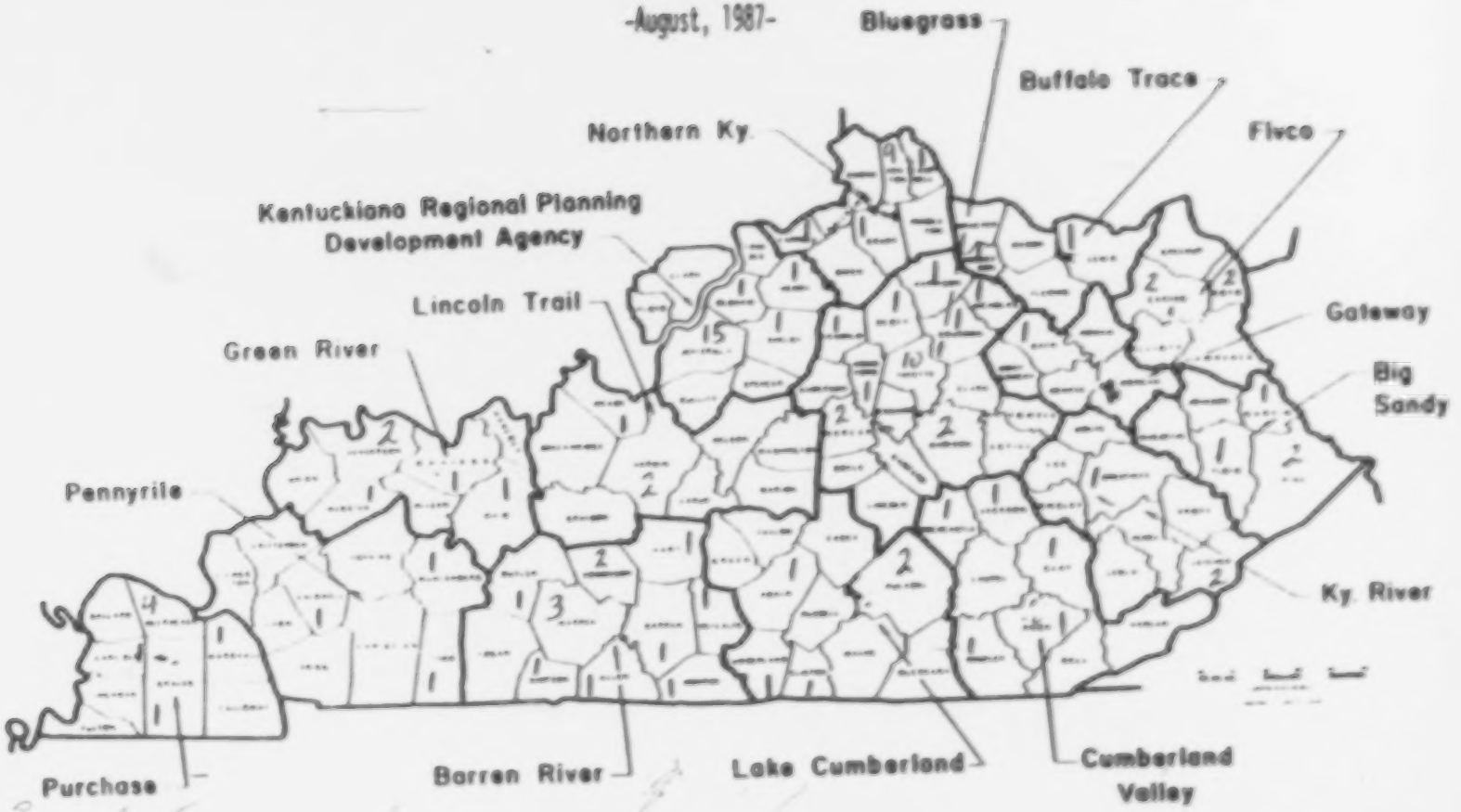
Two hundred and eighty-eight of the probable homeless service providers returned the Kentucky Homeless Survey, for a response rate of 54.4%. Sixty-two counties contained agencies which did not return the Survey form. One hundred and four respondents in fifty-eight counties throughout the state indicated they actually provided services to the homeless. The locale of the respondent agencies in fifty-eight counties is depicted in Map 8, which follows. This Map shows that one-third of the respondent agencies serving the homeless were located in Jefferson, Fayette and Kenton Counties. The remaining two-thirds of the respondent agencies were located in 55 counties scattered throughout the state. The location of the counties surveyed as having probable agencies helping the homeless compared to the counties with respondent agencies indicating actual service provision is in Appendix 2.

MAP 9

NUMBER OF AGENCIES IN KENTUCKY PROVIDING ONE OR MORE SERVICES TO HOMELESS PERSONS

-By County-

-August, 1987-



Data is representative of Respondent Agencies Only

Defining "Respondent Agency"

The term "respondent agency," for purposes of the Kentucky Homeless Survey and report of data findings herein, means any public or private agency, organization, church group or other similar entity which returned the Kentucky Homeless Survey Form and responded to the particular question.

Types of Respondent Agencies

Of the 104 agencies indicating service provision to the homeless, the respondents fell into the following groups:

TABLE 2

Grouping of Respondent Agencies Statewide
(N = 104)

Respondent Agency	Number	Percent Of Total
Ministerial Association	41	39%
Community Action Agencies	18	17%
Private Non-Profit Agencies	16	15%
Salvation Armies	6	6%
Spouse Abuse Centers	4	4%
Food Banks/Helping Hands	4	4%
St. Vincent DePaul	3	3%
Red Cross	3	3%
Volunteers of America	2	2%
Runaway Youth Shelters	2	2%

Agencies responding to the Kentucky Homeless Survey fell into the following service categories:

Services to be used on-site (shelter, hot meals, job referral); and

Services to be taken away (food supplies, clothing, household furnishings, rent or utility subsidy, money to leave town).

As can be seen from Table 2 above, the proportion of respondents returning the questionnaire with a religious or church affiliation was significant. For example, thirty-nine percent of all survey respondents were ministerial associations or churches. Also, the Salvation Army had six respondent agencies. However, although the Salvation Army only represented six percent of all respondents, it was a major service provider to the homeless, since it reported sheltering over half of all homeless persons in the state during 1986. As seen in Table 3, the Salvation Army sheltered 52% of the homeless population in calendar year 1986. Based on utilization rates for the first six months of 1987 and the estimated rates for the last six months of 1987, the estimated percent of the population served by the Salvation Army for 1987 increased 55 percent.

TABLE 3

Salvation Army Sheltering of Homeless Persons Statewide
-By Calendar Years 1986 and 1987-

	1986	1987
Number of Persons Sheltered by ALL Providers	23,037	35,218*
Number of Persons Sheltered by SALVATION ARMY ONLY	14,573	19,408*

*Assuming the same utilization rate, the 1987 figure is obtained by multiplying by two the number of homeless persons served by shelter providers during the first six months of calendar year 1987.

Finally, note that with regard to data for respondent shelters discussed elsewhere in this report, only four domestic violence shelters returned the Survey form. There four were only included in the shelter agency only data analysis. These domestic violence shelters were located in the counties of Kenton, Warren, Fayette and Boyd.

Types of Respondent Agencies

As a means of determining how each respondent agency geographically viewed its "mission," each agency was asked to identify its perceived main service area from a predetermined list of service areas which included: inner-city, city-wide, county-wide, statewide and "other" (which the respondent was asked to describe). The agency was asked to select only one main service area. Five percent of all respondents wrote in a description of their service area as including the "area development district" in which the agency was located. Of those respondent agencies selecting an "other" service area, this consisted of coverage of 2 or 3 counties, or a neighborhood within a city or "up and down rural hollows in Eastern Kentucky" (a portion of a county).

TABLE 4

Perceived Service Area of Respondent Agency
-Statewide-
(N = 100)

SERVICE AREA	NUMBER OF RESPONDENTS	PERCENT OF TOTAL
County-wide	64	64%
Inner-city	9	9%
Other (2 or 3 counties)	8	8%
City-wide	7	7%
Statewide	7	7%
Area Development District	5	5%

As displayed in Table 4, close to two-thirds (64 percent) of all respondent agencies viewed their service area as county-wide. Only a small proportion (7 percent) of all respondents viewed their service area as statewide.

Survey Data Representativeness and Limitations

The data presented in the chapters which follow was obtained from the proportion of respondent agencies also responding to each question in the Survey. The representativeness of the data in this report is thus affected by the number of respondents to each question as well as how representative the 104 respondent agencies were of all homeless service providers who were identified but who did not return the Survey form. For example, some persons who received the Survey telephoned to state they they would not be returning the Survey because they did not have homeless persons in their community, since they gave them money to go somewhere else. They were asked to complete the portion of the Survey form identifying numbers of persons receiving money to leave town. It is certain that a percentage of the non-respondents fell into this category.

Other factors influencing the representativeness of the data included:

(1) Not all agencies in all counties surveyed returned a Homeless Survey form;

(2) Respondent agencies may not have asked the person requesting service for any identifying information, including whether such person was homeless;

(3) Respondent agencies may not have maintained careful records of the number of persons served over time and the client counts and characteristics may include "guesstimate"; and

(4) Agencies were asked to go back in time and provide data about persons served. While shelter respondent agencies generally kept more data than did other respondent agencies, only 70 percent indicated they routinely maintained data by means of an agency intake form. Some agency respondents said they were too busy providing services to go back in time and count clients and services provided. They indicated they would only keep data if there was an incentive to do so.

Methodologies for Measuring Homelessness

Before proceeding with an analysis of the data generated by the Kentucky Homeless Survey, the following explanation is presented as to the methodologies of counting the homeless which were considered and utilized for this report.

As identified in the literature about homelessness, three major methodologies are commonly utilized to develop estimates of the number of homeless. They include the Single Contact Census, the Capture-Recapture Technique and the Indirect Estimation Method. Descriptions of these methods and their limitations are provided in the following pages.

The Single Contact Census is a technique commonly used by cities to estimate the size of the resident homeless population and characterize it. A census is usually taken by teams of individuals in a clearly defined area where city officials believe the largest proportion of the homeless population can be found. Researchers attempt to conduct the census in a single day and often choose a time of day when the homeless population is least likely to be moving. The census is a snapshot of the population at a single point in time. One limitation in using this technique to count homeless persons is that the homeless population is

always in a state of flux and transition; thus, the census is out of date almost immediately after being taken.[6]

The **Capture-Recapture Technique** requires multiple matching observations of the homeless population enumerated in each of the data collection periods. The Capture-Recapture technique is the only technique that involves a statistical model. Essentially, this technique counts the homeless population during separate time periods but in the same location.[7]

These two methods, the Single Contact Census and the Capture-Recapture Technique, require researchers to actually interview and count the homeless population in given time periods. Research teams randomly select sites and literally count the number of homeless persons in shelters, food kitchens, on the streets, in alleys, and so on.

The Single Contact Census and Capture-Recapture Technique are very expensive to conduct. Interviewing costs are usually the largest proportion of survey or census costs. In the case of face-to-face interviewing of the homeless population, most researchers use teams of interviewers, thus doubling the interviewing cost.

For reasons of cost and available LRC staff time, the first two methodologies of counting the homeless were not selected for this study. Rather, the study utilized INDIRECT ESTIMATION to develop an estimate of the number of homeless persons in the state.

The method of **Indirect Estimation** elicits information from knowledgeable sources about the number of persons receiving services. The information is obtained from agencies, organizations and groups that deal directly with the homeless population.

To produce a reliable figure on the size of the homeless population through the method of Indirect Estimation, a researcher must: (1) possess knowledge of the area and services under study; (2) ensure that all relevant services have been covered adequately; (3) predetermine a definition of a "homeless person" for utilization in the survey; and (4) request data for the same specific time periods. A final requirement for such a count is to ask the respondents to actually guess the number of homeless persons not receiving shelter.[8]

For the purpose of the Kentucky Homeless study and the Survey form itself, the term **"homeless person"** was predetermined and identified on the Survey form as:

> **"An individual, whether or not a member of a family, who lacks a fixed and adequate nighttime residence."**[9]

This definition was derived from the federal definition of a "homeless individual," as recently set forth in the federal Stewart B. McKinney Homeless Assistance Act, also known as the Urgent Relief for the Homeless Act (P.L. 100-77).

Under Section 103 of Public Law 100-77, the term "homeless" or "homeless individual" includes:

"(1) An individual who lacks a fixed, regular, and adequate nighttime residence; and

(2) An individual who has a primary nighttime residence that is -

(A) A supervised publicly or privately operated shelter designed to provide

temporary living accommodations (including welfare hotels, congregate shelters, and transitional housing for the mentally ill);

(B) An institution that provides a temporary residence for individuals intended to be institutionalized; or

(C) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

The term does not include a prison inmate." [10]

Numbers of Kentucky Homeless

As prescribed by the Indirect Estimation method by counting the homeless, Kentucky survey respondents were asked to provide data on the number and characteristics of homeless persons served during several points in time during 1986 and 1987. More specifically, the surveyed agencies were asked to provide unduplicated counts of homeless persons as follows:

> For calendar year 1986, what was the total number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)
>
> For January 1 through June 30, 1987, what was the total number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)
>
> For January 1 through June 30, 1987, what was the average monthly number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)
>
> What is your best estimate of the largest number of homeless people on any given night last calendar year (1986) for which no shelter was available in your county? (FILL IN ACTUAL NUMBER)

Responses to these questions were to provide the basis for a count of homeless persons in Kentucky during 1986 and 1987. The data is presented by county for all respondent agencies and for respondent shelter providers only in Tables 5 and 6. Note that the data for 1987 is for six months only.

TABLE 5

Number of Homeless Persons Served by ALL Responding Agencies
-By County-
In Calendar Year 1986 and
January - June, 1987

COUNTY	NUMBER OF HOMELESS JAN - JUNE 1986	1987
Adair		
Allen		6
Anderson		
Ballard		
Barren		
Bath	15	17
Bell		
Boone		
Bourbon	20	11
Boyd	483	328
Boyle		
Bracken		
Breathitt	115	53
Breckinridge		
Bullitt		
Butler	30	18
Caldwell		
Calloway		
Campbell	3,000	1,550
Carlisle	44	25
Carroll	86	63
Carter	201	82
Casey		
Christian		
Clark		
Clay	1,870	1,387
Clinton	30	20
Crittenden	-	
Cumberland	1	
Daviess	700	300
Edmonson	359	19
Elliott		
Estill		
Fayette	3,125	2,196
Fleming		
Floyd		
Franklin	95	72
Fulton		
Gallatin		
Garrard		
Grant		
Graves	46	20
Grayson		
Green		
Greenup		
Hancock		
Hardin	215	179
Harlan		
Harrison		7
Hart		3
Henderson	137	75
Henry	50	26
Hickman		
Hopkins		
Jackson	100	59
Jefferson	14,027	9,179
Jessamine		
Johnson		
Kenton	5,627	3,714
Knott		
Knox	220	315
Larue		
Laurel		
Lawrence	7	11
Lee		
Leslie		
Letcher	384	202
Lewis	60	53
Lincoln		
Livingston		
Logan		
Lyon		
McCracken	496	242
McCreary		
McLean		
Madison	106	59
Magoffin		
Marion		
Marshall	110	60
Martin	268	
Mason		
Meade	20	15
Menifee		
Mercer	71	35
Metcalfe	40	20
Monroe	11	7
Montgomery		
Morgan		
Muhlenberg		
Nelson		
Nicholas		
Ohio	250	275
Oldham	6	6
Owen		
Owsley		
Pendleton		
Perry		
Pike	200	125
Powell		
Pulaski	246	280
Robertson		
Rockcastle		10
Rowan		
Russell		
Scott		
Shelby		
Simpson	22	6
Spencer		
Taylor		
Todd	15	3
Trigg		
Trimble		
Union		
Warren	1,164	619
Washington		
Wayne		
Webster	12	8
Whitley	23	12
Wolfe		
Woodford		
GRAND TOTAL	34,112	21,772

NOTE: 1987 figures for homeless persons are for six months only.

Counties with no data either did not respond to the Survey question or had no Survey respondent agency.

TABLE 6

Number of Homeless Persons Served in Shelters
-By County-
In Calendar Year 1986 and
January - June, 1987

COUNTY	NUMBER OF HOMELESS JAN - JUNE 1986	1987
Adair		
Allen		
Anderson		
Ballard		
Barren		
Bath		
Bell		
Boone		
Bourbon	20	11
Boyd	483	328
Boyle		
Bracken		
Breathitt		
Breckinridge		
Bullitt		
Butler		
Caldwell		
Calloway		
Campbell	3,000	1,550
Carlisle	44	25
Carroll		
Carter	146	42
Casey		
Christian		
Clark		
Clay		
Clinton		
Crittenden		
Cumberland		
Daviess	700	300
Edmonson	9	2
Elliott		
Estill		
Fayette	2,487	1,535
Fleming		
Floyd		
Franklin	95	72
Fulton		
Gallatin		
Garrard		
Grant		
Graves		
Grayson		
Green		
Greenup		
Hancock		
Hardin	215	179
Harlan	46	20
Harrison		7
Hart		
Henderson	81	44
Henry		
Hickman		
Hopkins		
Jackson	100	59
Jefferson	13,164	8,582
Jessamine		
Johnson		
Kenton	5,283	3,460
Knott		
Knox	220	315
Larue		
Laurel		
Lawrence		
Lee		
Leslie		
Letcher	374	196
Lewis	60	53
Lincoln		
Livingston		
Logan		
Lyon		
McCracken		
McCreary		
McLean		
Madison		
Magoffin		
Marion		
Marshall	90	45
Martin		
Mason		
Meade		
Menifee		
Mercer	32	15
Metcalfe	40	20
Monroe		
Montgomery		
Morgan		
Muhlenberg		
Nelson		
Nicholas		
Ohio		
Oldham		
Owen		
Owsley		
Pendleton		
Perry		
Pike	200	125
Powell		
Pulaski	236	130
Robertson		
Rockcastle		10
Rowan		
Russell		
Scott		
Shelby		
Simpson		
Spencer		
Taylor		
Todd	15	3
Trigg		
Trimble		
Union		
Warren	897	471
Washington		
Wayne		
Webster		
Whitley		
Wolfe		
Woodford		
GRAND TOTAL	28,037	17,609

NOTE: 1987 figures for homeless persons are for six months only.

Counties with no data either did not respond to the Survey question or had no Survey respondent agency.

It was decided that the extent of the homeless population in Kentucky would be more accurately reflected by shelter provider data. Seventy percent of shelters reported routinely collecting data about their clients. Agencies filling out the Survey form were instructed to count each homeless person only once during the reporting year or half year.

By comparison, client counts provided by all types of respondent agencies were expected to potentially yield a high level of duplication, as homeless persons were thought to come in contact with several different agencies in a community, such as food kitchens, food banks, shelter services and other supportive services. Thus, one homeless person conceivably could be counted by all responding agencies. A complicating factor in assessing the reliability of the reported homeless count was that ninety-five percent of food kitchen respondent agencies reported that person specific data was not collected from the homeless persons they served. Food kitchens alone, however, only accounted for four percent of all respondent agencies.

Finally, it was determined that probably a number of persons reported by respondent agencies as homeless were actually persons of low income, or hungry, or at risk of being homeless.

It should be noted that shelter providers did not comprise the majority of all the survey respondents. In fact, Table 7 shows that close to two-fifths (39 percent) of all respondents operated a shelter (either Night or Day). The majority of all respondents offered "other supportive services" to persons of low or no income and persons at risk of being homeless.

TABLE 7

Principal Service of Agency Respondents Statewide
-August, 1987-
(N = 104)

Type of Service	Number of Responding Agencies	Percent of Total Respondents
Other Supportive Services*	56	54%
Night Shelter	38	37%
Food Kitchen Only	4	4%
Food Banks	4	4%
Day Shelter	2	2%

NOTE: "Shelter Only" includes 4 domestic violence shelters.

A cautionary note is in order. It was not always possible to determine from the completed Survey form whether the food kitchen clients were also shelter clients or if anyone could use the food kitchen without also using the shelter. That is, both services may have been under one roof, but with separate administrative staff and budgets.

The term "other supportive services" includes but is not limited to food banks, non-profit housing assistance programs, cash assistance, money to leave town, household furnishings or goods, clothing supplies, and utility subsidies.

Even so, utilizing the method of Indirect Estimation, and using shelter data only, the number of homeless persons in the state during calendar year 1986 totaled 28,572. (See Table 8, which follows.)

TABLE 8

Number of Homeless Persons in Kentucky
For 1986 and 1987
-By Method of Indirect Estimation-

SHELTER PROVIDERS RESPONSE	CALENDAR YEAR 1986 -ACTUAL-	CALENDAR YEAR 1987 -ESTIMATED-
Number Served (Actual)	28,037	35,218*
Number Unserved (Estimated)	535	669**
TOTAL NUMBER OF HOMELESS	28,572	35,887
PERCENTAGE OF CHANGE		+ 26%

* Assuming the same service frequency rate for the remainder of the year, figures were obtained by multiplying by two the number of homeless persons served by shelter providers during the first six months of calendar year 1987.
**Figure obtained using the percentage of increase in the actual number of homeless persons served 1986 to 1987.

Based on 1980 census data, eight-tenths of a percent of Kentucky's population was homeless in calendar year 1986. Estimates for calendar year 1987 are that 35,887 persons were homeless, representing a 26% increase in the number of persons becoming homeless from 1986 to 1987.

Table 9, which follows, shows the difference between basing the homeless count for Kentucky on data supplied by "all respondent agencies" and that supplied by "shelters only".

TABLE 9

Statewide Annual and Average Monthly Number of Homeless Persons
During 1986 and 1987
-By Type of Service Respondent-

HOMELESS	TOTAL YEARLY NUMBER OF INCREASE		PERCENT BY YEAR	AVERAGE MONTHLY NUMBER OF HOMELESS		PERCENT INCREASE
	1986	1987		1986	1987 Jan-June	
INDIRECT ESTIMATION	28,572	35,887*	+ 26%**	2,381	2,990*	+ 26%**
NUMBER OF HOMELESS PERSONS SERVED IN SHELTER ONLY	28,037	35,218*	+ 26%**	2,336	2,934*	+ 25%**
NUMBER OF HOMELESS PERSONS SERVED BY ALL RESPONDENT AGENCIES	34,112	43,544*	+ 28%**	2,842	3,628*	+ 28%**

* Assuming the same frequency rate, figure obtained by multiplying the number of homeless persons served by respondent shelter agencies.
** Figure obtained utilizing the percentage of increase in the number of homeless persons served in 1986 with the estimated figure for 1987.

The number of homeless persons served in calendar year 1986 by the respondent shelter agencies only was 28,037, with an estimated 35,218 served in 1987. This represents an estimated 26% increase over a one-year span in the number of persons sheltered.

The number of homeless persons served in calendar year 1986 by all respondent agencies was 34,112, with an estimated 43,544 served in 1987. This indicates a 28% increase over a one-year span in the number of persons served by all respondent agencies. It is not known whether the difference between counts for respondent shelters only and for all respondent agencies is a reflection of an increase in the number of homeless, or hungry, or at risk of being homeless persons or merely an indication of a duplicated count of the same homeless persons.

Distribution of Homeless Persons

As might be expected, during calendar year 1986 the homeless populations were concentrated in the state's most heavily populated regions, as shown in Maps 9 and 10. In 1986, by Area Development District, the greatest numbers of homeless persons in shelters were in the Kentuckiana region (Louisville), with 13,164 persons, followed by Northern Kentucky (Covington, Newport), with 8,283 persons, which was trailed by Bluegrass (Lexington), with 2,634 homeless persons seeking shelter. These three ADDS accounted for 86 percent of the total homeless population for 1986.

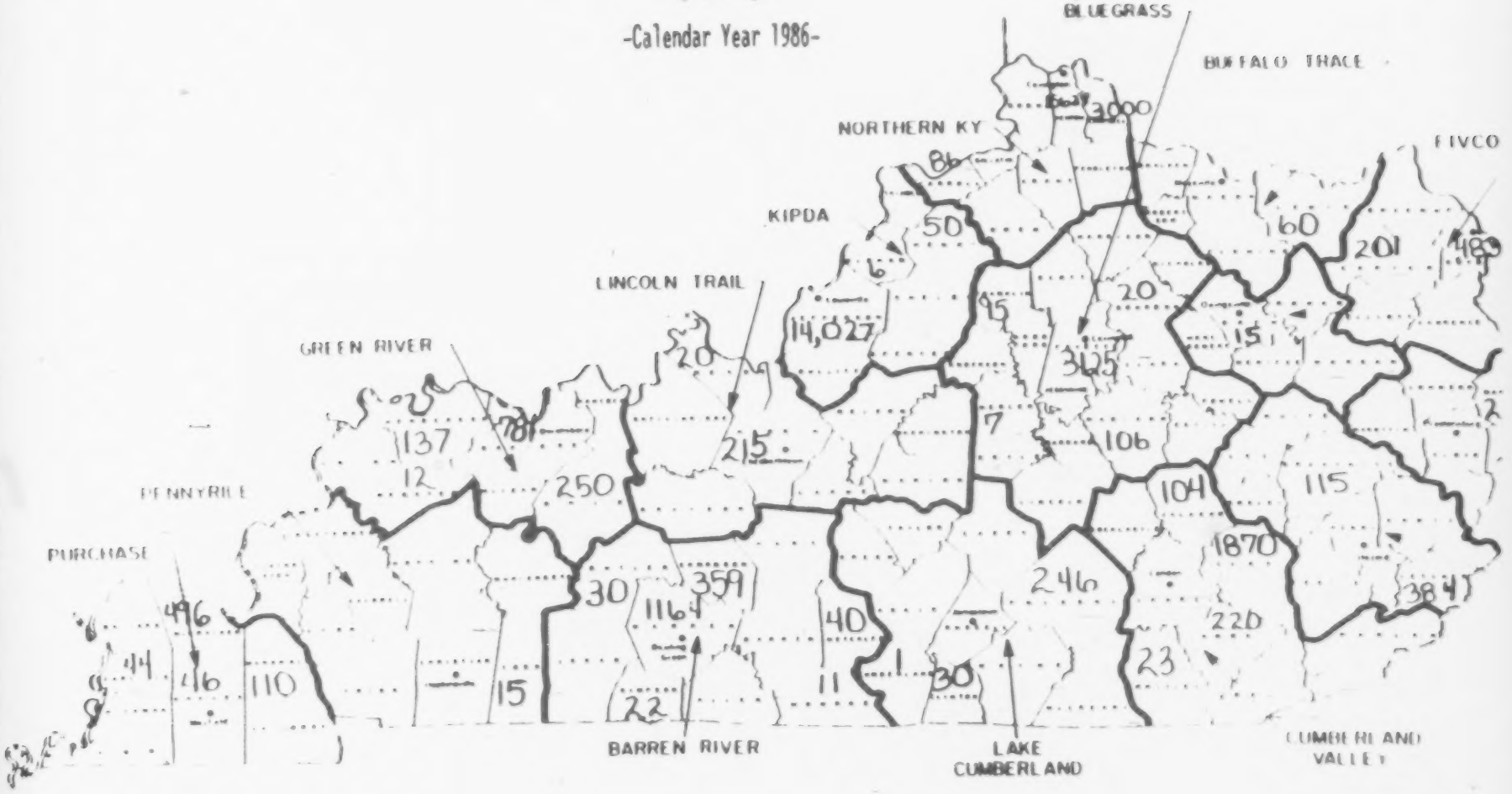
Although the Kentucky Homeless Survey findings indicated the vast majority of the homeless were in three urban area development districts, several survey respondents from rural eastern Kentucky stated that homelessness takes on a different form in rural Kentucky. They indicated that homelessness is not necessarily solely a street phenomenon, but is also an appropriate term for extreme overcrowding in inadequate housing.

MAP 10

NUMBER OF HOMELESS PERSONS RECEIVING ONE OR MORE SERVICES IN KENTUCKY

-By County-

-Calendar Year 1986-



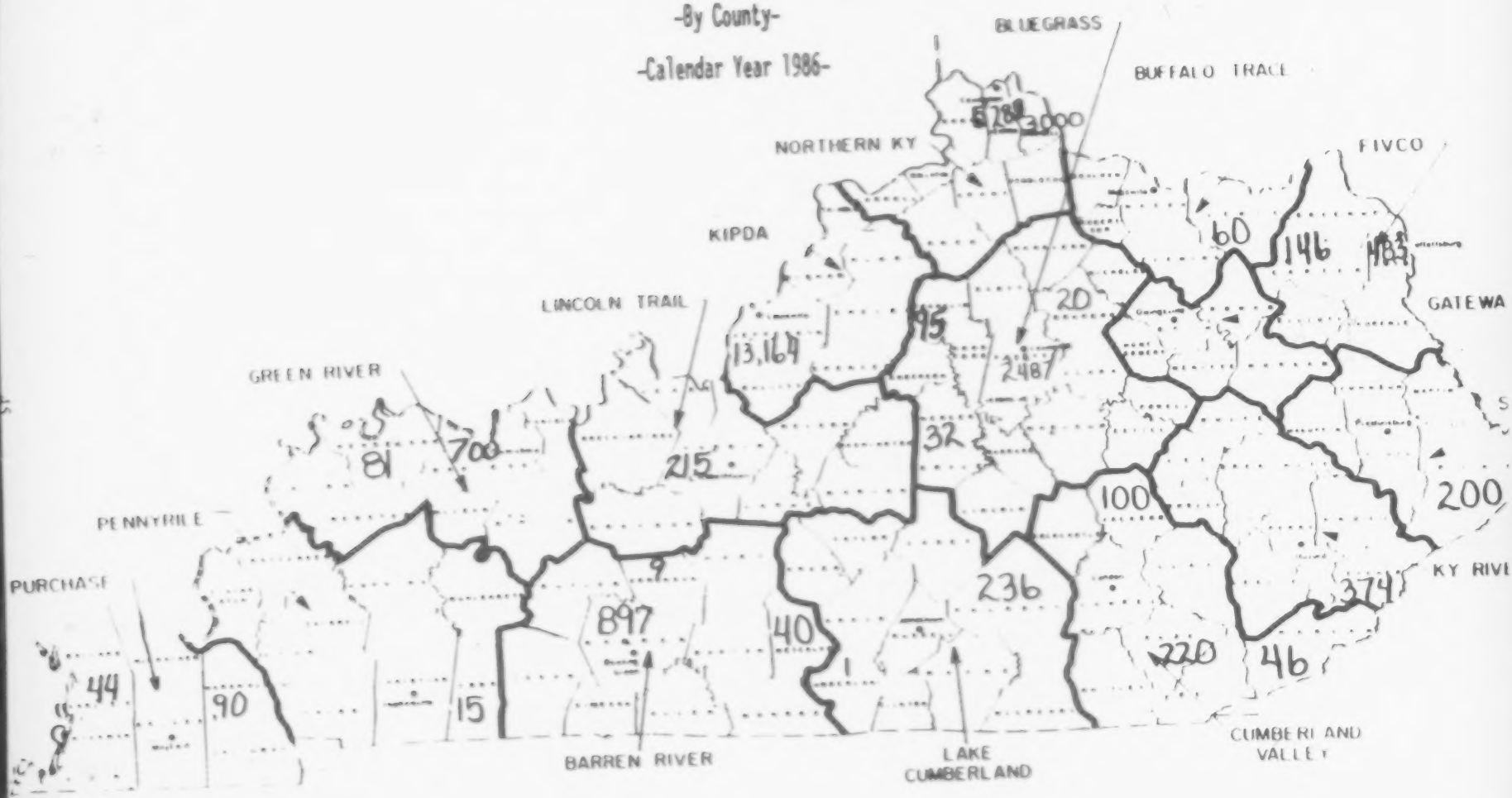
Data is representative of Respondent Agencies Only

MAP 11

NUMBER OF HOMELESS PERSONS SHELTERED IN KENTUCKY

-By County-

-Calendar Year 1986-



Data is representative of Respondent Agencies Only

In the words of one rural respondent agency from Carter County:

> In our county alone, 47% of the population live at or below the poverty level, in substandard housing including school buses and chicken coops . . . because of the lack of housing and the economic situation, we have great numbers of families sharing one dwelling.

As similarly stated on the Survey form by another respondent agency from Jackson County:

> The number of people we serve who would technically be defined as 'homeless' is minimal—on the average fewer than five families per year. However, the concern we want to stress to you is the large number of families in Jackson County who live in substandard housing—rundown two-room shacks without electricity, running water, or insulation against the cold—because adequate low-income housing is not available. We hope that their needs will also be considered as you address the problems of the homeless in Kentucky.

Similarly, on a national scale, a 1987 study by the National Coalition for the Homeless, which examined housing policies in seven eastern states, including Kentucky, found that mass homelessness is spreading rapidly into rural America. According to the report, "homelessness in the American countryside will shortly become as rampant and visible as it currently is in American cities."[11] The report, which was ten months in the making, found that in a number of counties on the Kentucky and Tennessee border, at least one-third of the population was living in doubled or tripled up housing conditions. According to the report, such barriers as lack of financing and a lack of jobs have prevented the rural poor from obtaining decent affordable housing and have placed a vast segment of the rural population on the brink of homelessness within the context of the housing crisis.[12]

Summary of Major Chapter Findings

The Kentucky Homeless Survey had a response rate of fifty-four percent. One hundred and four respondents in fifty-eight Kentucky counties indicated they actually provided services to the homeless. These services were those used on site (shelter, hot meals, job referral) or to be taken away to an alternate "home" (clothing, food supplies, household furnishings, rent or utility subsidy, or money to leave town.).

For Survey purposes, a "Homeless person" was defined as

> "An individual, whether or not a member of a family, who lacks a fixed and adequate nighttime residence."

Using the Method of Indirect Estimation and counting only homeless persons served by shelters, it was estimated that 28,037 persons were homeless in Kentucky during calendar year 1986. Based on shelter service utilization data during the first six months of 1986, an estimated 35,218 persons were estimated homeless during calendar year 1987. This amounted to a 26 percent increase in the number of homeless served by shelters between 1986 and 1987.

In calendar 1986, most sheltered homeless persons (86 percent) in Kentucky were concentrated in the following three area development districts:

Kentuckiana, with 13,164 such persons;

Northern Kentucky, with 8,283; and

Bluegrass, with 2,634.

Most agencies serving the homeless tended to view their geographic mission as ending at the county border. Close to two-thirds (64 percent) of all respondent agencies viewed their service area as county-wide. Only seven percent of all respondents viewed their service area as statewide.

The Salvation Army was found to be a major service provider to the homeless. While representing only six percent of the survey respondents, the Salvation Army sheltered fifty-two percent of all reported homeless persons during calendar year 1986.

CHAPTER V

CHARACTERISTICS OF HOMELESS PERSONS IN KENTUCKY

In the previous Chapter, the statewide number of homeless persons for calendar years 1986 and 1987 (estimated) was presented. This Chapter describes the general characteristics of these thousands of persons. Questions about which data was sought included: Where do homeless persons in Kentucky come from? Are most of these people just passing through? Or are they longer-term residents of the state? What is the typical age of a homeless person in Kentucky? Are these people educated? Have they ever worked? Are most homeless persons middle-aged white alcoholic males? Are they mostly deinstitutionalized mentally ill persons? Is there a high proportion of Vietnam vets among the homeless?

An attempt was made to measure certain characteristics of homeless persons in Kentucky who have accessed any respondent "agency" (defined for purposes of the survey as any public or private agency, organization, church group or other similar entity) making services available to the homeless. National organizations advocating increased services to the homeless had reported that the homeless population was broadening in scope to include families, children, the elderly and the disabled, newly unemployed and racial and ethnic minorities. The survey attempted to measure characteristics of the homeless population in Kentucky during six months within calendar year 1987. The characteristics of homeless persons who accessed respondent agencies during January 1 through June 30, 1987, and which we sought to measure, included: prior place of residence, gender, age, race, education, job skills, prior work experience, current employment status, and recent wage earnings.

Note that data from domestic violence shelter respondent agencies was **not** included in the data analysis about characteristics of the homeless. Only four of a possible fifteen domestic violence shelters returned the Survey. (See Map 11, which follows.) Only two of the completed Survey forms contained usable data about homeless characteristics. Therefore, it was decided to exclude this service provider category from the data analysis concerning characteristics of the statewide homeless population.

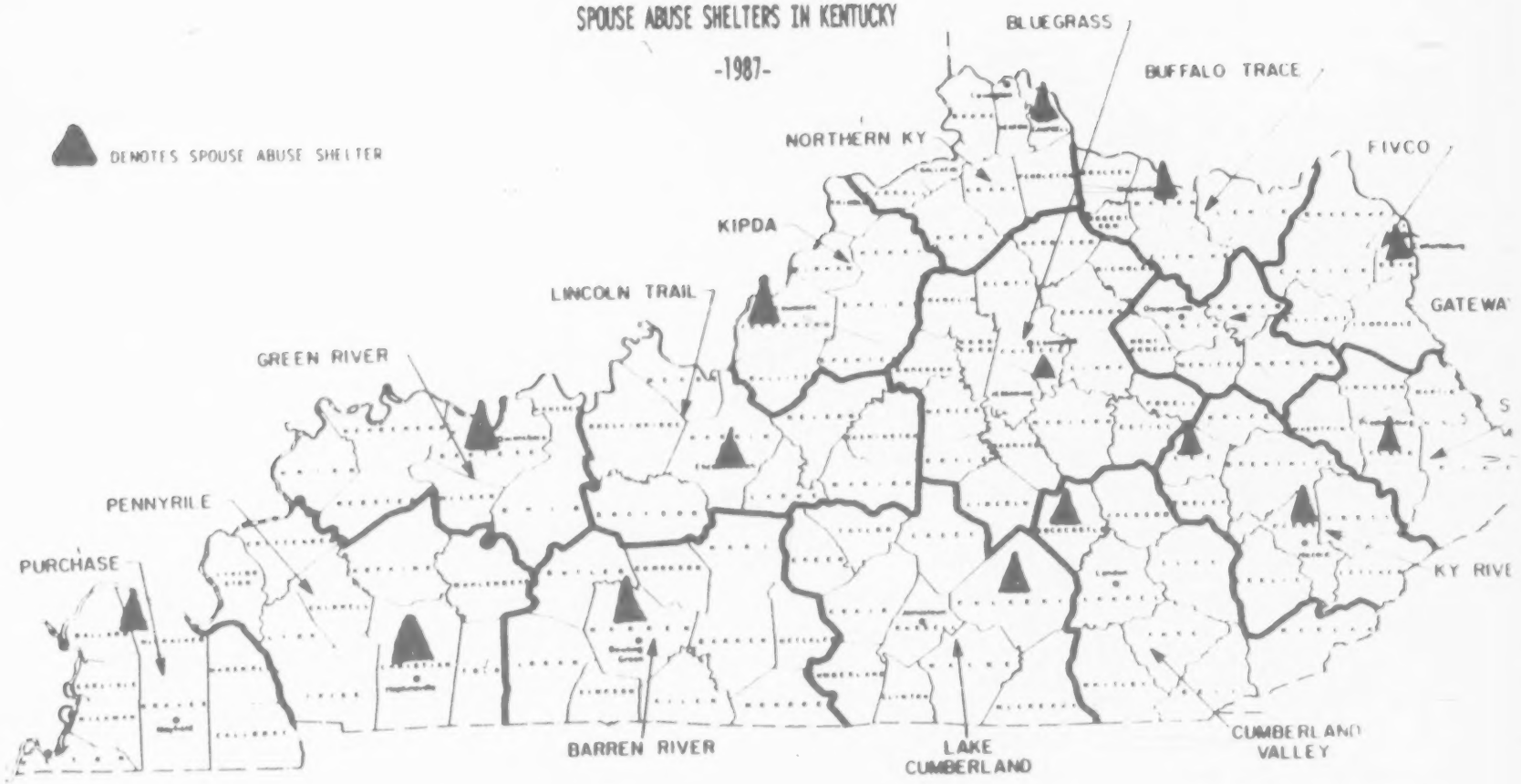
Prior Place of Residence

In an effort to establish where the homeless in Kentucky were coming from, the Survey instrument asked for data about the immediate prior place of residence of the homeless persons being served by the agencies surveyed. The term "immediate prior residence" was defined as where the person had a mailing address. Possession of a mailing address is an indicator of some degree of permanence in living arrangements. Table 10, which follows, illustrates the prior residency of homeless persons served.

MAP 12

SPOUSE ABUSE SHELTERS IN KENTUCKY

-1987-



SOURCE: Kentucky Domestic Violence Association, January, 1988

Data is representative of Respondent Agencies Only

TABLE 10

Proximity to All Respondent Agencies
of Prior Place of Residence of
Homeless Persons Served
(N = 46)

PRIOR PLACE OF RESIDENCY	Number of Homeless	Percent of Homeless
County of Respondent Agency	11,513	73%
Prior Residency Unknown	1,658	11%
Bordering State	1,088	7%
Bordering County	796	5%
Non-Bordering County	383	2%
Non-Bordering State	298	2%

*4% of the 73% were city dwellers.

According to Table 10, almost three-fourths (73 percent) of all homeless persons served by respondent agencies had a mailing address in the county in which the respondent agency was located. These figures, and those in Table 11, which follows, would seem to support the position taken in the prior chapter, which discusses the reliability of the Survey data measuring the number of homeless in Kentucky, that using only figures supplied by shelters gives a population count which is minimally duplicative.

Table 10 also shows that 80 percent of all homeless persons served by all respondent agencies were from Kentucky. In addition, the table shows that only a small proportion (nine percent) of the homeless were non-Kentuckians. However, if the persons for whom a prior residency was unknown (11%) were added to the known non-Kentuckians, about one-fifth (20%) of all homeless persons could have been considered to be from out-of-state.

The residency data was subjected to further analysis to determine if shelters were serving more out-of-county or out-of-state homeless persons than were all respondent agencies. Interestingly, the data in Table 11 shows that 82 percent of the homeless persons sheltered were from the county in which the shelter was located. Using "shelter only" data, only nine percent of the homeless were from out of state.

TABLE 11

Proximity to Shelters Only of Prior Place of Residence
of Homeless Persons Served
January 1—June 30, 1987
(N = 12)

Prior Place of Residence	Number	Percent
County in Which Survey Agency is Located	10,153	82%
Bordering State	1,045	8%
Bordering County	691	6%
Non-Bordering County	376	3%
Non-Bordering State	145	1%

In addition, for "shelters only" respondents, 90 percent of the homeless persons sheltered were from Kentucky. Only nine percent were from out of state.

Methodology of Measuring Homeless Characteristics

The data derived from respondent surveyed agencies was grouped as "personal characteristics" (gender, age and race) or "self-sufficiency characteristics" (education, job skills, prior work experience, current employment status, and recent wage earnings). Surveyed agencies were asked to write in actual client counts for the personal characteristics and estimate percentages of the population falling into the self-sufficiency characteristics (excluding education). Predetermined self-sufficiency characteristics were those considered most important in enabling the individual to get along without help.

The Survey instrument did not attempt to measure marital status of the homeless population. The Survey form did allow for identification of homeless persons who were AFDC recipients, thus giving a general measurement of one-parent households among the homeless. This is further described in the next paragraph.

In addition, surveyed agencies were presented with a predetermined list of presumed characteristics of homeless persons and were asked to write in for each characteristic a percentage of homeless persons, served during the first six months of 1987, who matched the presumed characteristic. Each characteristic could be exhibited by all homeless persons served. These presumed characteristics were listed as: without income, alcoholic, domestic violence victim, evicted renter, food stamp recipient, AFDC recipient, physically disabled, SSI recipient, physically ill, Social Security recipient (aged based), Social Security recipient (non-aged), drug addict, recent prison or jail release, recent psychiatric facility release, mentally retarded, veterans pension recipient, Vietnam veteran, migrant or seasonal worker, chronically mentally ill, recent mental retardation facility release, veteran (non-Vietnam), and farm foreclosure.

Finally, the surveyed agencies were asked whether or not they perceived the characteristics of the homeless served as undergoing a major change over the three prior years and if they perceived a change as occurring, to write in a description of the change.

Personal Characteristics Found

The personal characteristics of homeless persons receiving one or more services by respondent agencies in Kentucky during the first six months of 1987 were measured. **The major findings regarding the personal characteristics of gender, age and race served included the following:**

Gender

Most of the homeless in Kentucky who had received services by responding statewide service providers were **males** (71%). Females accounted for under one-third (29%) of this statewide homeless population.

TABLE 12

Personal Characteristics of All Homeless Persons Served
-By Gender-
(N = 45)

	NUMBER	PERCENT OF TOTAL POPULATION
Male	2,937	71%
Female	1,208	29%

Race

The vast majority (84%) of homeless persons were white, with black persons comprising thirteen percent of all homeless persons served (See Table 13). However, black homeless persons were represented disproportionately among the total homeless population, since only 7.1 percent of Kentucky's population is black, according to 1980 census data.

TABLE 13

Personal Characteristics of ALL Homeless Persons Served
-By Race-
(N = 45)

	NUMBER	PERCENT OF TOTAL POPULATION
WHITE	3183	84%
BLACK	483	13%
OTHER	38	01%
UNKNOWN	92	02%

In addition, according to 1980 U.S. Census data, black females in Kentucky represented seven percent of the total female population for the state. By comparison, black males also accounted for seven percent of the total male population. Thus, as shown in Tables 14 and 15, there were also proportionately more black females among all homeless females than black males among all homeless males in Kentucky. Black females accounted for almost one-fourth (22%) of the total female homeless population, while black males accounted for only eight percent of the total male homeless population.

No data is available as to why black females are disproportionately present among Kentucky homeless females.

TABLE 14

Personal Characteristics of MALE Homeless Persons Served
-By Race-
(N = 45)

	NUMBER	PERCENT OF TOTAL POPULATION
WHITE	2412	87%
BLACK	255	08%
OTHER	21	.8%
UNKNOWN	74	03%

TABLE 15

Personal Characteristics of FEMALE Homeless Persons Served
-By Race-
(N = 45)

	NUMBER	PERCENT OF TOTAL POPULATION
WHITE	771	75%
BLACK	228	22%
OTHER	17	01%
UNKNOWN	18	02%

Age

Homeless persons tended to be young, as displayed by Tables 16 and 17. Almost two-thirds (64%) of all homeless persons were forty years of age and younger, with forty-two percent of all homeless persons falling between the ages of nineteen and forty years. There are few older persons among the homeless. Persons over the age of sixty accounted for only a small proportion (2.4%) of the total homeless population.

TABLE 16

Personal Characteristics of ALL Homeless Persons Served
-By Age-
(N = 45)

AGE RANGE	NUMBER	PERCENT OF TOTAL POPULATION
0—5 YEARS	267	6%
6—12 YEARS	229	6%
13—18 YEARS	427	10%
19—30 YEARS	838	20%
31—40 YEARS	888	21%
41—50 YEARS	587	14%
51—60 YEARS	400	10%
61—70 YEARS	84	2%
71—80 YEARS	13	.3%
OVER 80 YEARS	7	.1%
UNKNOWN	405	10%

TABLE 17

Personal Characteristics of ALL Homeless Persons Served
-By Major Age Groupings
(N = 45)

AGE GROUPING	NUMBER	PERCENT OF TOTAL POPULATION
UNDER 18 YEARS	923	22%
BETWEEN 19 AND 40 YEARS	1726	42%
BETWEEN 41 AND 60 YEARS	987	24%
BETWEEN 61 AND 80 YEARS	97	2%
OVER 80 YEARS	7	.1%
UNKNOWN	405	10%

There were some distinct differences in the proportions of homeless males and females who were minors. Thirty-nine percent of the female homeless population were under eighteen, compared to only fifteen percent of the males (see Tables 18 and 19).

TABLE 18

Personal Characteristics of FEMALE Homeless Persons Served
-By Major Age Groupings-
(N = 45)

AGE GROUPING	NUMBER	PERCENT OF TOTAL POPULATION
UNDER 18 YEARS	467	39%
BETWEEN 19 AND 40 YEARS	520	43%
BETWEEN 41 AND 60 YEARS	127	11%
BETWEEN 61 AND 80 YEARS	30	2%
OVER 80 YEARS	3	.02%
UNKNOWN	61	5%

TABLE 19

Personal Characteristics of MALE Homeless Persons Served
-By Major Age Groupings-
(N = 45)

AGE GROUPING	NUMBER	PERCENT OF TOTAL POPULATION
UNDER 18 YEARS	456	15%
BETWEEN 19 AND 40 YEARS	1206	41%
BETWEEN 41 AND 60 YEARS	860	29%
BETWEEN 61 AND 80 YEARS	67	2%
OVER 80 YEARS	4	.13%
UNKNOWN	344	11%

Fifty-six percent of homeless males were 40 or under, compared to eighty-two percent of females.. Males may stay in the homeless population longer than females, or they may enter the homeless population at a later age than do females.

Homeless males forty-one and over comprised 31.3 percent of the total male homeless population, compared to 11.6 percent for females in the same age group (see Tables 20 and 21).

TABLE 20

Personal Characteristics of FEMALE Homeless Persons Served
-By Age-
(N = 45)

AGE GROUPING	NUMBER	PERCENT OF TOTAL POPULATION
0—5 YEARS	125	10%
6—12 YEARS	114	9%
13—18 YEARS	228	19%
19—30 YEARS	354	29%
31—40 YEARS	166	14%
41—50 YEARS	79	5%
51—60 YEARS	48	4%
61—70 YEARS	25	2%
71—80 YEARS	5	.4%
OVER 80 YEARS	3	.2%
UNKNOWN	61	5%

TABLE 21

Personal Characteristics of MALE Homeless Persons Served
-BY AGE-
(N = 45)

AGE GROUPING	NUMBER	PERCENT OF TOTAL POPULATION
0—5 YEARS	142	5%
6—12 YEARS	115	4%
13—18 YEARS	199	7%
19—30 YEARS	484	16%
31—40 YEARS	722	25%
41—50 YEARS	508	17%
51—60 YEARS	352	12%
61—70 YEARS	59	2%
71—80 YEARS	8	.2%
OVER 80 YEARS	4	.1%
UNKNOWN	344	12%

Male homeless persons were most likely to be between the ages of 31 and 40 (25% fall in this age range), or to be in the nineteen to forty age range (41% fall in this age range). As previously indicated, female homeless persons were most likely to be under age 18 (39%), or between the ages of 19 and 30 (29%).

Self-Sufficiency Characteristics Found

The major findings regarding self-sufficiency characteristics (education, job skills and employment history) of homeless persons served by respondent agencies during the first six months of 1987 included the following:

Education

As displayed in Table 22, **very few homeless persons had any formal education beyond high school** (only 5% for the total homeless population). Slightly more homeless

females had attained an education beyond high school than had males, as shown in Tables 23 and 24 (6% for females, compared to 3% for males). However, only one-tenth (11%) of all homeless persons had finished high school or obtained a G.E.D. This did not significantly vary whether the person was male (12%) or female (11%).

TABLE 22

Self-Sufficiency Characteristics of ALL Homeless Persons Served
-By Education-
(N = 45)

EDUCATION COMPLETED	NUMBER	PERCENT OF TOTAL POPULATION
ABOVE HIGH SCHOOL	70	5%
HIGH SCHOOL OR G.E.D.	158	11%
10TH OR 11TH GRADE	198	14%
9TH GRADE	139	10%
8TH GRADE OR LESS	429	30%
UNKNOWN	430	30%

Likewise, slightly under one-third of all homeless males (31%) and females (29%) had an education of 8th grade or less. However, for about a third of the population (35% of males and 25% of females) the respondent agencies did not know how much education had been completed (see Tables 23 and 24).

TABLE 23

Self-Sufficiency Characteristics of MALE Homeless Persons Served
-By Education-
(N = 45)

EDUCATION COMPLETED	NUMBER	PERCENT OF TOTAL POPULATION
ABOVE HIGH SCHOOL	25	3%
HIGH SCHOOL OR G.E.D.	84	12%
10TH OR 11TH GRADE	77	11%
9TH GRADE	60	8%
8TH GRADE OR LESS	230	31%
UNKNOWN	225	35%

TABLE 24

Self-Sufficiency Characteristics of FEMALE Homeless Persons Served
-By Education-
(N = 45)

EDUCATION COMPLETED	NUMBER	PERCENT OF TOTAL POPULATION
ABOVE HIGH SCHOOL	45	6%
HIGH SCHOOL OR G.E.D.	74	11%
10TH OR 11TH GRADE	121	18%
9TH GRADE	79	11%
8TH GRADE OR LESS	199	29%
UNKNOWN	175	25%

There was not much difference between the proportion of homeless males and females completing high school or above. Fifteen percent of the males had completed high school or above, compared to seventeen percent for females, as indicated in Tables 22 and 24. For all homeless persons, there were sixteen percent who had completed high school or beyond.

These low educational attainment figures for homeless persons are hardly surprising, since Kentucky has a major problem of retaining children through high school. For example,

- Kentucky ranks 50th among all states in high school graduates: only 53.1% of adults over 25 are high school graduates. (1980, U.S. Census Bureau.)
- Statewide, only 66.3% of the students who entered 9th grade in 1980 graduated in 1984. (Holding Power and Graduates, Kentucky Department of Education, 1984.)
- In 1983, Kentucky ranked 42nd in the country with a graduation rate of 68.4% (percent of ninth graders who graduate four years later). The national average that year was 73.9%. (U.S. Department of Education, January, 1985.) [13]

In addition, the *1986—87 Annual Report of the Kentucky Literacy Commission* stated that Kentucky has one of the lowest literacy rates of any state in the United States. Although the Report did not define "literacy," it presented data that "thirty percent of the adults over age 25 completed less than 8 grades of formal education. Ten percent of the adults over age 25 stopped formal education before completing fifth grade."[14] Chapter III of this report presents county by county data on the percent of the population without a high school diploma.

Work—Job Skills—Wages

Tables 25 through 28 show the frequency with which four work-related self-sufficiency characteristics were assessed by respondent agencies as being present for adult homeless persons during the months of January—June, 1987. **Almost three-fourths (72%) of all adult homeless persons were assessed by respondent agencies as having a few job skills.** Slightly over one-fourth (26%) of all adult homeless persons were assessed as having no job skills.

The vast majority (90%) of all adult (over 18) homeless persons served by respondent agencies during the first six months of 1987 were unemployed. However, for those adult homeless employed persons (which constituted 5 percent of the adult homeless population), well over half (64%) had recent work experience and over half (52%) had wage earnings of minimum wage ($3.35/hour) or better, according to the respondent agencies.

TABLE 25

Self-Sufficiency Characteristics of ADULT Homeless Persons
-By Amount of Job Skills-
(N = 61)

	NUMBER	PERCENT OF TOTAL POPULATION
NO JOB SKILLS	999	26%
A FEW JOB SKILLS	2737	72%
MANY JOB SKILLS	77	2%

TABLE 26

-By Current Employment Status-
(N = 50)

	NUMBER	PERCENT OF TOTAL POPULATION
UNEMPLOYED	14,241	90%
EMPLOYED	885	5%
UNKNOWN	831	5%

TABLE 27

-By Work Experience-
(N = 61)

	NUMBER	PERCENT OF TOTAL POPULATION
RECENT WORK EXPERIENCE	3428	64.2%
NO RECENT WORK EXPERIENCE	1910	35.8%

TABLE 28

-By Recent Wage Earnings-
(N = 31)

	NUMBER	PERCENT OF TOTAL EMPLOYMENT POPULATION
MINIMUM WAGE	926	39%
OVER MINIMUM WAGE	328	13%
UNDER MINIMUM WAGE	264	11%
WAGE UNKNOWN	883	37%

The survey did not ask whether the employment was full-time or part-time. In addition, no data was available from the survey as to the nature of the few job skills possessed by the adult homeless population or the types of recent work experience for the very few who were employed. This is an area which needs to be looked at more closely.

Characteristics of Special Homeless Populations

Because of interest in determining the proportion of homeless persons in Kentucky who were mentally ill, veterans, persons with a criminal history, ect., the Homeless

Survey included a predetermined list of twenty-two possible characteristics of homeless persons, one or more of which were likely to be possessed by the homeless persons served by respondent agencies during the first six months of 1987. Surveyed agencies were asked to indicate the proportion of all homeless persons they served who exhibited one or more of the characteristics listed. Table 29, which follows, shows the Survey findings:

TABLE 29

Special Characteristics of the STATEWIDE Homeless Population
(N = 45)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS POPULATION
WITHOUT INCOME	5246	59%
ALCOHOLIC	3326	37%
DOMESTIC VIOLENCE VICTIM	2526	28%
EVICTED RENTER	2083	23%
FOOD STAMP RECIPIENT	1683	19%
AFDC RECIPIENT	1571	18%
PHYSICALLY DISABLED	1557	17%
SSI RECIPIENT (AGED, BLIND OR DISABLED)	1428	16%
PHYSICALLY ILL	1035	12%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	844	9%
DRUG ADDICT	1033	12%
PRISON OR JAIL RELEASE	956	11%
PSYCHIATRIC FACILITY RELEASE	810	9%
MENTALLY RETARDED	681	8%
VETERANS PENSION RECIPIENT	374	4%
VIETNAM VETERAN	131	1%
MIGRANT OR SEASONAL WORKER	439	5%
CHRONICALLY MENTALLY ILL	330	4%
MENTAL RETARDATION FACILITY RELEASE	23	.3%
VETERAN (NON-VIETNAM)	131	1%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	844	10%
FARM FORECLOSURE	111	1%

The characteristic data displayed in Table 29 is not available for male and female homeless persons. The data is available only for the combined homeless population.

The characteristic exhibited by the greatest proportion (59%) of the homeless population was being "without income."

The characteristic exhibited by the second greatest proportion (37%) of the homeless population was "alcoholic."

The characteristic exhibited by the third greatest proportion (28%) of the homeless population was "domestic violence victim." This figure is even more significant, since data from respondent agencies which were domestic violence shelters was excluded from the characteristics of homeless data analysis in Table 29.

Finally, "evicted renters" made up almost one-fourth (23%) of the total homeless population.

Special Homeless Sub-populations

Homeless Government Beneficiaries. Table 30 displays the proportion of homeless persons statewide who received one or more major government benefit. Thus, a homeless person could have received more than one program benefit. This Table shows that for those who received government benefits the benefit was usually Food Stamps, AFDC, or Supplemental Security Income.

TABLE 30

GOVT. BENEFIT RECIPIENT CHARACTERISTIC	PERCENT OF TOTAL POPULATION
Food Stamp Recipient	19%
AFDC Recipient	18%
SSI Recipient	16%
Social Security Recipient (Non-Aged-Based)	10%
Social Security Recipient (Aged-Based)	9%
Veterans Pension Recipient	4%

Mentally or Physically Disabled Homeless. The attempt to measure the proportion of the total homeless population who were mentally or physically disabled revealed that of those considered disabled, the primary disability was alcoholism. As did Dr. Kate Mullins, a professor of Social Work at the University of Tennessee, who found 28% of the homeless population to be alcoholic in her 1986 study entitled "Preliminary Report on Salvation Army Men's Shelter. There was a significant proportion (29 percent) who were physically disabled and/or physically ill, but no specifics about these conditions are known.

TABLE 31

MENTAL OR PHYSICAL DISABILITY CHARACTERISTIC	PERCENT OF TOTAL POPULATION
Alcoholic	37%
Physically Disabled	17%
Physically Ill	12%
Drug Addict	12%
Mentally Retarded	8%
Chronically Mentally Ill	4%

The reported proportion of chronically mentally ill among the homeless was surprisingly small (only 4%). According to the June 1987 Kentucky Department for Mental Health and Mental Retardation Services three-year state plan for services, *Kentucky on the Move: Toward True Community Services*, the National Mental Health Association has estimated incidence of mental disorders in the United States at 2.5% and a U. S. Department of Health and Human Services 1980 report estimated 3.14% of the population to have varying levels of chronic mental illness. Nonetheless, Table 32 shows that nine percent of the homeless population were identified as having been recently released from an inpatient psychiatric facility. Apparently not all these persons were considered chronically mentally

ill, since the "recently released from an inpatient psychiatric facility" characteristic was selected more frequently than that of chronically mentally ill.

Deinstitutionalized Homeless. Table 32 shows the reported proportion of the total homeless population who were recently deinstitutionalized from a prison or jail, or inpatient psychiatric facility, or mental retardation facility. Persons recently released from prison or jail were a slightly larger proportion of homeless persons than persons with mental illness. Since the proportion of homeless persons who were alcoholic represented slightly under two-fifths of the population, the jail terms may be alcohol related.

TABLE 32

DEINSTITUTIONALIZED CHARACTERISTIC	PERCENT OF TOTAL POPULATION
Prison or Jail	11%
Inpatient Psychiatric Facility	9%
Mental Retardation Facility	0.2%

Veterans Among the Homeless. Veterans made up a small proportion (2%) of the statewide homeless population, according to respondent agencies. Vietnam veterans accounted for only one percent (1%) of the total, as did non-Vietnam veterans. Homeless veterans who were pension recipients accounted for four percent (4%) of the total homeless population (see Tables 30 and 34).

TABLE 33

VETERAN STATUS	PERCENT OF TOTAL POPULATION
Vets Pensioner —	4%
Vietnam Veteran	1%
Non-Vietnam Veteran	1%

Finally, the data findings for the proportion of homeless exhibiting any of the twenty-two characteristics are displayed by Area Development District in the Appendices. These findings may not be truly representative of the entire ADD, however, because of the small number of respondent agencies when the ADDS are considered separately.

Changing Characteristics of the Homeless

Since National data pointed to recent changes in the composition of the homeless, respondent agencies were asked to indicate whether the characteristics of the homeless persons they served had changed in a major way during the last three years. The majority (55%) of respondent agencies perceived that characteristics of the homeless population they served had not undergone any major changes during the three prior years. However, forty-five percent of respondent agencies perceived the characteristics of the homeless had undergone major changes.

For the almost half (45 percent) of those respondent agencies perceiving one or more major changes in homeless characteristics, the following five changes were most frequently identified:

More Homeless Families (1 and 2 parent);
More Unemployed Homeless;
More Younger Homeless Persons;
More Previously Institutionalized Persons; and
More Women.

The Kentucky Homeless Survey did not measure characteristics of the homeless over several points in time, so there can be no findings in fact. Nonetheless, to partially support the recently changing characteristics identified by the 45 percent of all respondents, Table 26 does indicate that 90 percent of the homeless were unemployed and Table 18 indicates that there is a large proportion of very young homeless females (38 percent under age 18). The survey did not measure the proportion of homeless families except for the finding that 18 percent of the homeless were AFDC recipients. Since the predetermined list of characteristics of the homeless was only measured for one time period, it is impossible to say with certainty how these characteristics are changing.

Summary of Major Chapter Findings

In summary, the major findings about the characteristics of the homeless population in Kentucky as reported by the respondent agencies include the following:

- Most homeless persons sheltered in Kentucky were from Kentucky, with 90 percent of homeless persons having a Kentucky address as an immediate prior place of residence;
- For all respondent agencies, a significant proportion of homeless persons (73 percent) in Kentucky were residents of the county in which the respondent agency for the homeless was located;
- Most homeless persons (71 percent) receiving one or more services by respondent agencies were males;
- Most homeless persons (84 percent) receiving services were white; however, black homeless persons were represented disproportionately among the total homeless population compared to their proportion in the state's total population (thirteen percent homeless compared to seven percent in the state's population);
- Similarly, black females were particularly disproportionately represented among the female homeless population (22 percent homeless compared to seven percent in the state's population);
- Most homeless persons were young, with 64 percent under 40 years of age and 42 percent falling between the ages of nineteen and forty;
- Among the female homeless population, there was an alarming proportion (39 percent) under the age of 18 years. There were over twice as many females

under age 18 as males; This trend continued when moving up the age scale; 82% of the homeless females were under 40, compared to only 56% of the homeless males being under 40 years of age;

- The homeless were mostly uneducated; very few (5 percent) of the homeless had any formal education beyond high school. Only one-tenth (11 percent) of all homeless persons had finished high school or obtained a G.E.D. This did not vary significantly whether the person was male (12 percent) or female (11 percent);
- The vast majority (90 percent) of all adult homeless persons were unemployed. The few who were employed had recent work experience and well over half of these few had wage earnings of minimum wage or better;
- Substance abuse among the homeless was a problem, with 37 percent of all homeless statewide being alcoholic and 12 percent being considered drug addicts;
- Slightly over one-fourth (28 percent) of the homeless population had become homeless because of domestic violence;
- Slightly under one-fourth (23 percent) of all homeless were entrants due to being evicted renters;
- Excluding being without income, the three characteristics exhibited most often by the statewide homeless population were alcoholic (37 percent exhibited), domestic violence victim (28 percent exhibited), and evicted renter (23 percent exhibited);
- AFDC recipients accounted for 18 percent of all homeless, slightly less than food stamp recipients (19 percent of all homeless);
- The deinstitutionalized population accounted for one-fifth (20 percent) of all homeless (considering mentally ill and convicted defendants together);
- There were very few (4 percent) chronically mentally ill among the homeless, although nine percent of all homeless had been recently released from an inpatient psychiatric facility;
- There was a significant proportion (29 percent) of the homeless who were physically disabled and/or physically ill; and
- Persons with criminal histories did not account for a significant proportion of the homeless, since only slightly over one-tenth (11 percent) of all homeless were recently released from prison or jail. Due to the high percent of homeless with alcohol problems, some proportion of these persons were undoubtedly serving time for alcohol-related behavior.

CHAPTER VI

FEEDING THE HOMELESS

Homeless persons and persons living in poverty in Kentucky can receive food assistance through non-profit food banks, emergency food programs (such as Dare to Care), the federal Food Stamp Program, the federal-state Women, Infants and Children Supplemental feeding program (WIC), and through food kitchens which are free-standing or operated in conjunction with a shelter.

A brief description of these programs follows:

Food banks and emergency food programs generally supply non-perishable take-away foods to needy families and individuals. (Only four food banks were found for the state, although fifty-one percent of all agency respondents provided food bank services).

Food kitchens prepare and serve hot meals to needy families and individuals. Most are staffed by volunteers (four were found for the state).

The **Women, Infants and Children Program** is a special supplemental food program for women, infants and children which provides nutritious food to persons determined eligible. The food items are specified in order to meet nutrient requirements during times of critical need. Beneficiaries of the WIC program include low-income, pregnant, breast feeding, and postpartum women, and infants and children up to five years of age who are determined to be at nutritional risk. Eligibility consists of a household income less than 185% of the poverty threshold and a nutritional risk condition, such as anemia, low birth rate and pregnancy complications. A permanent place of residence is not an eligibility requirement of the WIC Program.

Food Stamps are also available to the homeless. An eligible homeless person may use food stamps at participating grocery stores and authorized public or non-profit establishments that serve prepared meals to the homeless, such as a soup kitchen or temporary shelter. The eligibility requirements for a homeless person in accordance with the Food and Nutrition Service (FNS) of the United States Department of Agriculture include both financial and non-financial criteria. A permanent place of residence is not an eligibility requirement to participate in the Food Stamp program.

Authorized public or non-profit establishments (e.g., soup kitchens, temporary shelters or food kitchens) may be eligible for reimbursement for meals prepared for and served to the homeless under the federal food stamp program guidelines and state Administrative Regulation 904 KAR 3:010.

A decision was made to attempt to collect data about the use of food kitchens by the homeless, as opposed to collecting data about all other forms of food assistance programs. The Kentucky Homeless Survey did find the following with regard to other forms of food assistance for homeless and hungry persons: food services were the third most frequently available service statewide to homeless persons (see Table 7 in Chapter IV and Map 12); nineteen percent of the statewide homeless population were food stamp recipients (See Table 29).

Serving the Homeless in Food Kitchens

The data sought by the Survey from responding food kitchens included the identification of the:

availability of food kitchens;
number and type (breakfast, lunch, supper) of meals provided;
number of days per week meals were served;
number of persons served over time;
eligibility requirements, if any, of persons eating in food kitchens; and
characteristics of the persons served by food kitchens.

Availability of Food Kitchens

Of the seventy-five surveyed agencies responding to the question about whether their agency operated a food kitchen, fifty-two indicated that their agency did not operate a food kitchen, while twenty-three did. Thus, as shown in Table 34, slightly less than one-third of all agency respondents answering the question indicated they operated a food kitchen.

TABLE 34

All Respondent Agencies Operating a Food Kitchen
(N = 75)

	NUMBER	PERCENT
Yes	23	31%
No	52	69%

As Map 13 shows, there were four food kitchens only and twenty-two agencies operating both a shelter and food kitchen for the homeless. These twenty-five food kitchens were located in fourteen counties in Kentucky.

Meals Served

Respondent agencies operating food kitchens were asked to record the frequency of meals served. Lunch was found to be the most frequently offered meal, as shown in Table 35, although, as Table 36 shows, dinner was the meal most frequently eaten by the homeless.

MAP 13

KENTUCKY FOOD BANKS AND FOOD BANK SERVICES

Number and Location by County

-August, 1987-

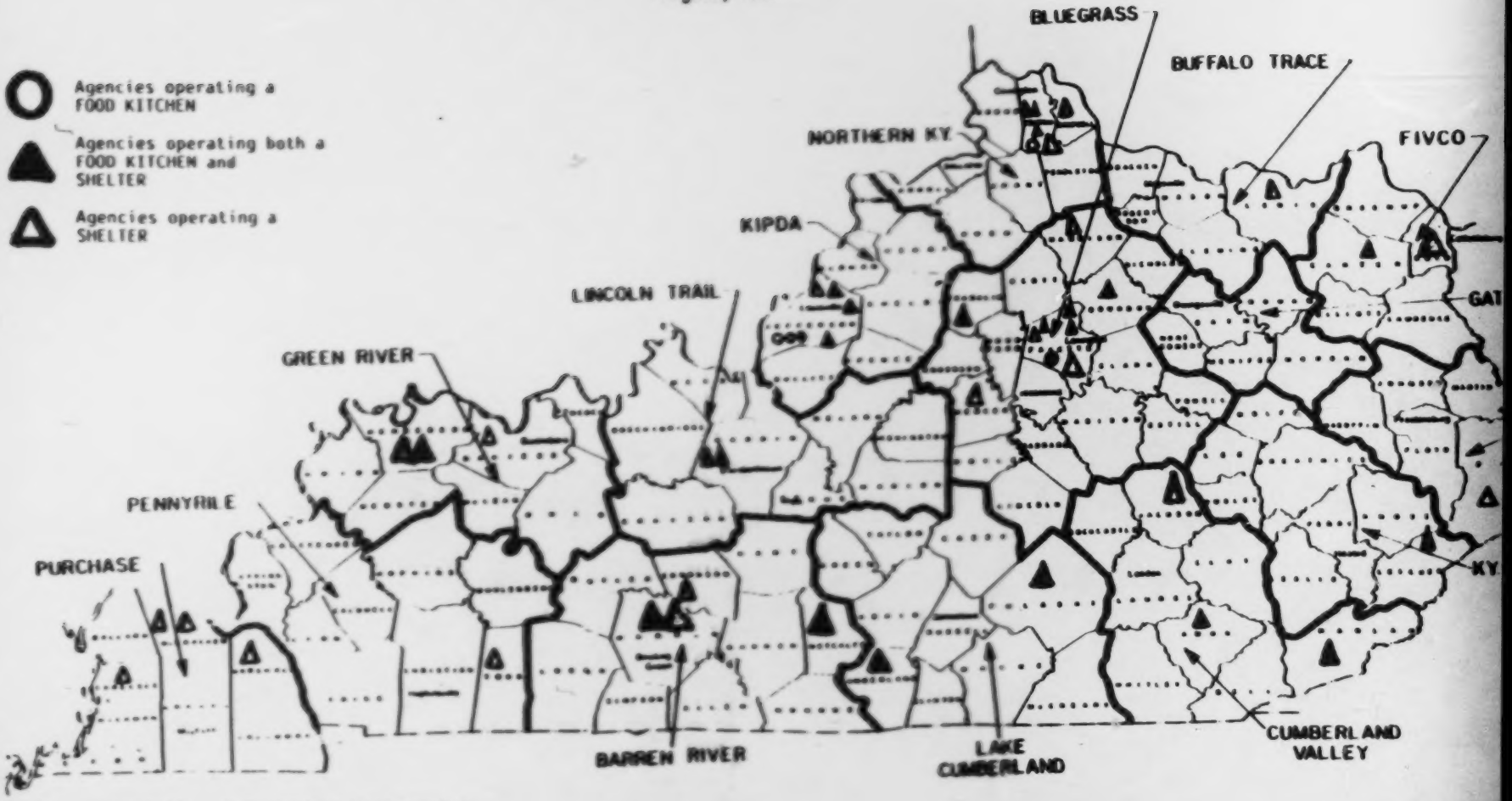
Data is representative of Respondent Agencies Only

MAP 1a

KENTUCKY FOOD KITCHENS & SHELTERS

Number and Location by County

-August, 1987-



Data is representative of Respondent Agencies Only

TABLE 35

Frequency of Meals Served
by
Food Kitchens
(N = 23)

TYPE	NUMBER	PERCENT OF MEALS SERVED
Breakfast	17	30%
Lunch	22	39%
Supper	17	30%

Most food kitchens served meals all week. Of the meals served by the food kitchen respondents, eighty percent were provided seven days a week and sixteen percent were served five days a week.

In an effort to determine the extent and number of homeless persons being served by food kitchens in the state, agency respondents were asked to record the number of persons receiving each meal provided during four specific time periods for 1986 and 1987. Table 36 shows the number of hungry and homeless persons served statewide in food kitchens during two months in 1986 and two months in 1987.

TABLE 36

Number of Persons Served Over Time
by
Food Kitchen Respondents
(N = 14)

	PERSONS SERVED:			Total Number
	Breakfast	Lunch	Supper	Served
June 1986	5,320	11,852	19,861	37,033
November 1986	5,579	12,362	29,852	47,793
February 1987	5,677	14,609	19,789	40,075
June 1987	5,765(+8%)	12,054(+2%)	19,852(-.04%)	37,671 (+1%)

As stated previously, lunch was the meal offered most frequently by the respondents operating a food kitchen; however, more persons actually ate supper than the breakfast or lunch meal.

A comparison of data shown in Table 36 about the number of persons served during June 1986 and June 1987 shows an eight percent increase in the number of persons eating breakfast; a two percent increase in the number of persons eating lunch; and a very minimal decline, .04% in the number of persons eating supper. However, this data may not be representative of Food Kitchens, since the Table 36 figures only represent a response of fourteen of a possible twenty-three Food Kitchens.

The survey instrument was also designed to elicit information as to whether food kitchens were attempting to measure the number of actual homeless compared to other

types of hungry clients; whether the hungry were asked to share in the cost of food; and whether the Food Stamp Program was impacting on food kitchens. Table 37 shows the survey findings.

TABLE 37

Requirements of Food Kitchen Participants

DOES CLIENT:	YES		NO	
	NUMBER	PERCENT	NUMBER	PERCENT
Make payment toward the cost of the meal? (N = 19)	1	5%	18	95%
Use food stamps to purchase the meal? (N = 19)	1	5%	18	95%
Perform some work in exchange for the cost the meal? (N = 20)	3	15%	17	85%
Receive free meals with no questions asked? (N = 22)	15	68%	7	32%
Get asked if he is homeless? (N = 20)	5	25%	15	75%

Generally, food kitchens ask few questions of the persons who come to eat. They count the numbers who appear but collect little data about their clients. The requirements of food kitchen participants are as follows:

- Ninety-five percent of the respondent food kitchens stated that persons receiving a meal at a food kitchen do not make a payment toward the cost of a meal;
- Ninety-five percent of the respondent food kitchens indicated that people eating at their food kitchen do not use food stamps to purchase the meal;
- Eighty-five percent of the respondent food kitchens indicated that people receiving a meal at their food kitchen do not have to perform work in exchange for the cost of the meal;
- Sixty-eight percent of the respondent food kitchens indicated that meals are served with no questions asked; and
- Seventy-five percent of the respondent food kitchens indicated that they do not ask people receiving meals at their food kitchen if they are in fact homeless.

Food Stamp Program Participation

An eligible homeless person may use food stamps at participating grocery stores

and authorized public or non-profit establishments that serve prepared meals to the homeless, such as a soup kitchen or temporary shelter. The eligibility requirements for a homeless person in accordance with the Food and
Nutrition Service (FNS) of the United States Department of Agriculture include both financial and non-financial criteria. A permanent place of residence is not an eligibility requirement to participate in the Food Stamp program.

Food kitchen respondents were asked whether or not they accept food stamps toward the purchase of a meal. Of the twenty-one respondents, only four food kitchens said they accepted food stamps as of August, 1987.

The county location of food kitchens accepting food stamps as of August 1987 was:

(1) Jackson County, with one food kitchen accepting food stamps;

(2) Jefferson County, with two food kitchens accepting food stamps; and

(3) Kenton County, with one food kitchen accepting food stamps.

One respondent said its food kitchen currently accepted food stamps, but that because of the high administrative cost the use of food stamps would be discontinued. In an effort to clarify this issue, the Cabinet for Human Resources was contacted by telephone. The information obtained from the Cabinet was that using food stamps as a method of payment in a food kitchen has two major drawbacks:

(1) If a food kitchen elects to accept food stamps, it can no longer be an authorized representative to assist its clients in obtaining government benefits; and

(2) Food kitchens may only charge persons for the part of the meal which was not donated. Often this may only add up to fifty cents a meal. The lowest denomination in food stamp coupons is one dollar. Thus, accepting food stamps would sometimes oblige food kitchen operators to make change.

Characteristics of Food Kitchen Clients

To identify the characteristics of persons utilizing the service of a food kitchen, respondents were asked to identify the percentage of their client population by household composition. The population groupings identified were as follows:

Men Alone;

Women Alone;

Women with Children; and

Two Parent Families.

The following table shows the survey findings about the composition of homeless persons eating at food kitchens.

TABLE 38

Characteristics of Persons
Utilizing Food Kitchens Statewide
-August, 1987-
(N = 12)

TYPE OF PERSON	PERCENT OF TOTAL
Men Alone	48%
Women Alone	8%
Children Alone	6%
Women with Children	37%
Two-Parent Family	1%

This question had a very low response rate, indicating the lack of data being kept by food kitchens about the persons served.

However, of the twelve food kitchens responding, "Men Alone" were identified as the largest population grouping (48%) utilizing food kitchen services, while an alarming thirty-seven percent were "Women with Children," followed by: eight percent "Women Alone;" six percent "Children Alone;" and one percent "Two Parent Families."

Summary of Major Chapter Findings:

There were twenty-five food kitchens in the state, four of which were free-standing. The remaining twenty-one were associated with a shelter for the homeless.

Food kitchens were generally operated seven days a week. The meal serving the greatest number of persons was usually dinner, although the meal offered most often was lunch.

Of the populations using food kitchens, men alone were the largest group (48%) while an alarming 37 percent were women with children, followed by eight percent being women alone, six percent being children alone and one percent being two-parent families.

Participants in food kitchen services usually received a meal without questions being asked (including whether or not they were homeless) and without being required to make any contribution toward the cost of the meal. Food kitchen service providers do not attempt to count the homeless among the hungry persons they feed.

CHAPTER VII

SHELTERING THE HOMELESS

Since shelter is considered a basic service to homeless persons, several data requests were developed just for agencies providing shelter services. It was recognized that sheltering could be provided through a free-standing shelter only facility which could be open part or all of a 24-hour day, a shelter combined with a food kitchen, or by means of a cash payment or voucher for overnight lodging in a local hotel or motel. It was also recognized that due to the nature of the shelter service (a fixed facility bed versus cash for overnight lodging), beds for homeless persons could be barely or highly visible to the local community and to the long-term homeless population.

The following information was sought from agencies providing shelter services:

Number of agencies actually providing shelter services;

Type and location of shelter service available by area development district and by county;

Shelter bed capacity for specific homeless sub-populations;

Number of homeless persons sheltered during several periods in time; and

Identification of special issues or problems inhibiting an agency's ability to meet the demand for shelter.

Research of the literature and site visits to shelters revealed that some shelters allow the homeless access to the facility or services such as job banks or counseling or clothing storage only during certain hours during the day, other shelters admit persons to facility beds only between certain evening hours such as 7:00 p.m. and 6:30 a.m., and still others allow the homeless to come and go freely from the shelter. Access to some shelter beds was linked to the homeless person's proving that he or she was actively seeking or engaged in employment. Finally, some shelters allow any persons who appear to use facility showers as a separate service with no questions asked.

The Kentucky Homeless Survey instrument classified shelter services as: day shelter; night shelter; short-term transitional shelter, long-term transitional shelter, or "other" (which the respondent could describe). With the exception of short-term and long-term transitional shelters, the types were not otherwise defined. The initial lack of definitions presented some later problems in data analysis.

After examining the data in the completed survey forms, certain distinctions were evident with regard to types of shelter services, types of shelter facilities and beds.

The types of shelter services offered included: overnight lodging in a motel or hotel, overnight or longer-term lodging in a highly visible facility, or being able to remain indoors during the day-time hours while certain services such as job referral and counseling occurs. Thus, the types of facilities available were either day or night shelters. The night shelter facilities may have unrestricted or restricted access to several types of beds. These may be termed drop-in beds, short-term transitional beds, or long-term transitional beds.

Survey respondents indicating "Shelter" as a service activity could select the type of shelter service they provided from a predetermined list on the Survey form or could describe some other type of shelter arrangement. Respondents could indicate as many types of shelter services as applied.

The survey respondents indicated that Kentucky had a total of 40 shelter providers. These providers either offered an overnight bed in a local motel or a day shelter service or a bed in a night shelter facility.

As depicted on Map 14, one-third of all respondent agencies providing shelter services were in the three counties of Jefferson, Fayette and Kenton. The remaining two-thirds were scattered in 24 counties throughout the state.

Shelter Type

As previously mentioned, shelter providers selected the type of shelter their agency operated from a predetermined list. Of the thirty-six respondent agencies answering the question, forty shelter services for the homeless were in operation throughout the state as of August, 1987. Table 39 shows the three types of shelter services.

TABLE 39

Type of Shelter Services Provided to Homeless
For Statewide Respondents
-August, 1987-
(N = 36)

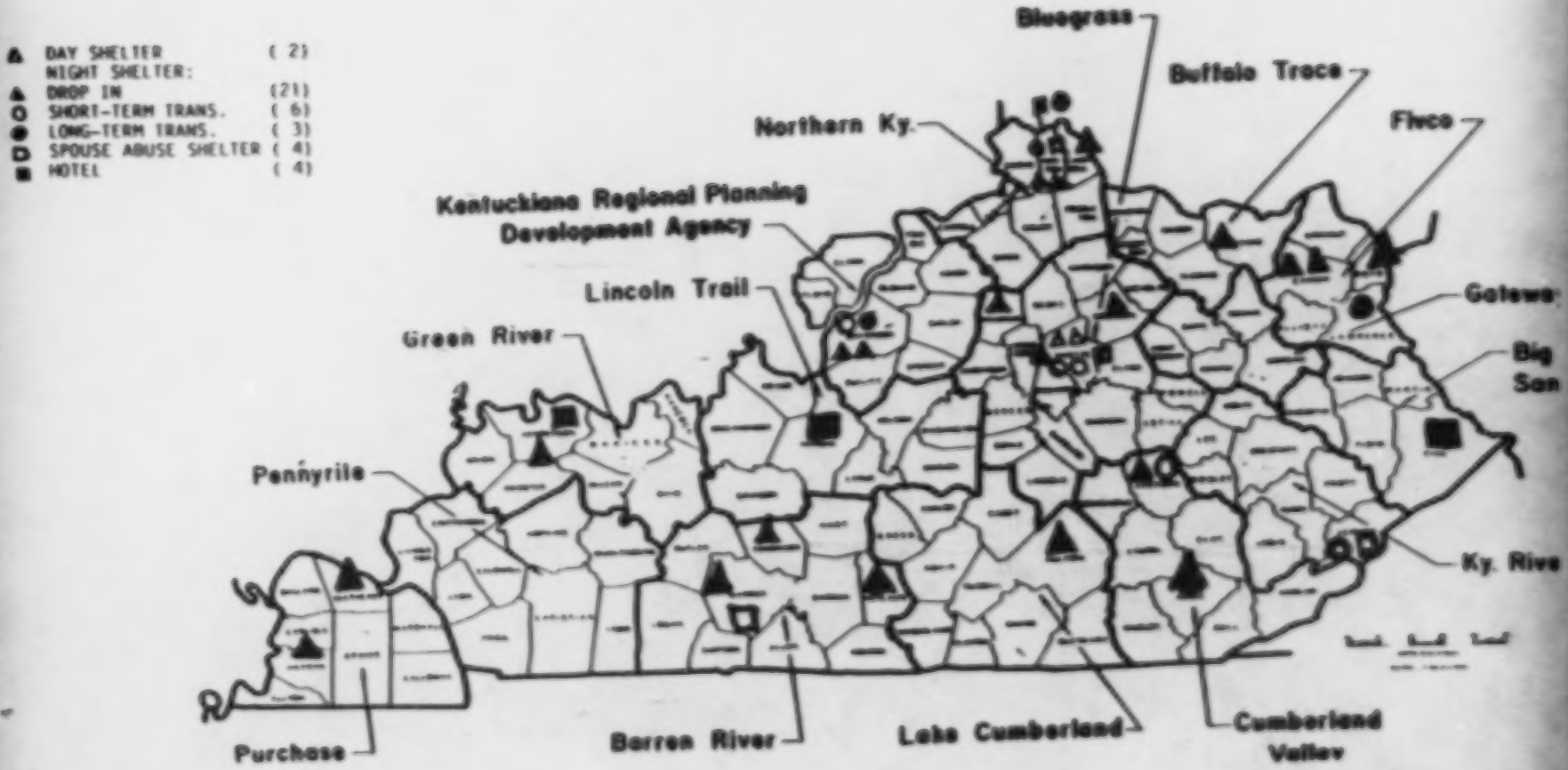
Type of Shelter	Number	Percent of Total
Day Shelter	2	5%
Night Shelter	34	94%
Other:		
Purchase of Overnight Lodging in Hotel/Motel	4	10%

Note that the respondents in Table 39 could have operated more than one type of shelter in one location under one administrative unit. Table 40 shows the four types of shelter beds which the night shelters administer. Any one night shelter could have one or more types of beds.

MAP 15

TYPES OF HOMELESS SHELTER SERVICES AVAILABLE IN KENTUCKY

-August, 1987-



Data is representative of Respondent Agencies Only

TABLE 40

Types of Night Shelter Beds Provided to Homeless
Statewide Respondents
-August, 1987-
(N = 36)

Type of Night Shelter	Number	Percent of Total Night Shelters
Drop-In Centers	21	62%
Short-Term Transitional	6	17%
Long-Term Transitional	3	9%
Spouse Abuse Shelter	4	12%

Drop-in beds for the homeless were the most frequently available, followed by short-term transitional.

Shelter Bed Capacity

After the self-selection by the respondent agency of the type or types of shelter service provided, respondents reported on the shelter bed capacity by predetermined homeless populations. The predetermined homeless populations identified on the Survey form for shelter service were:

Men Alone;
Women Alone;
Minors Alone;
Women with Children; and
Two-Parent Families.

Table 41 shows the number of beds available statewide for each specific target population by type of shelter. With slightly under half of the known shelter agencies answering the question about bed availability, the findings yielded a statewide shelter bed capacity of 1,133. This figure excludes the number of persons who may be given overnight lodging in a local hotel or motel.

TABLE 41

Statewide Night Shelter Bed Capacity
-By Type of Homeless Eligible-
(N = 17)

TYPE OF HOMELESS	DROP IN	SHORT-TERM TRANSI-TIONAL	LONG-TERM TRANSI-TIONAL	SPOUSE ABUSE	PERCENTAGE OF TOTAL BEDS AVAILABLE
Men Alone	297	130	138		50%
Women Alone	95	25	10		11%
Minors Alone	12	10			2%
Women with Children	62	44	10	59	16%
Two-Parent Families	39	34	8		7%
Unclassified beds	74	32	34	20	14%
Total Number of Beds	579	275	200	79	100%

The respondent shelters classifying their shelter as Night Shelter had a total bed capacity of:

"Men Alone," 297;
"Women Alone," 95;
"Minors Alone," 12;
"Women with Children," 62;
"Two-Parent Families," 39; and
Unclassified beds (meaning gender, age or marital status made no difference in bed availability), 74.

Respondent agencies classifying their shelter as Short-Term Transitional had a total bed capacity of:

"Men Alone," 130;
"Women Alone," 25;
"Minors Alone," 10;
"Women with Children," 44;
"Two-Parent Families," 34; and
Unclassified beds, 32.

Respondent agencies classifying their shelter as Long-Term Transitional, had a total bed capacity of:

"Men Alone," 138;
"Women Alone," 10;
"Women with Children," 10;
"Two-Parent Families," 8
Unclassified beds, 34.

Respondent agencies classifying their shelter as a Spouse Abuse Shelter, had a total bed capacity of:

"Women with Children," 59;

"Unclassified," 20.

Thus, men alone were the greatest users of overnight lodging.

Of all respondent agencies statewide who answered the question about bed availability, "Men Alone" had the greatest proportion of beds available to them, with 50% of the total number of beds available designated as being for men. The second most frequently available bed is for "Women with Children" (16% being available); unclassified beds account for 14% of the beds available, followed by "Women Alone" (11% of the beds available); and "Two-Parent Families" (7% being available). Only two percent of the shelter beds available statewide are for "minors alone."

In an effort to determine the extent and number of persons sheltered in the state, survey respondents were asked to record the number of homeless persons sheltered over a period of time ranging from June 1986 to June 1987. Table 42 shows the number of homeless persons sheltered statewide as reported by twenty-four survey respondents during four specific time periods by type of shelter.

TABLE 42

Number of Homeless Persons Sheltered
-By Type of Shelter-
During Four Time Periods
(N = 24)

	SHELTERS:					
			NIGHT			
	DAY	DROP IN	SHORT TERM TRANSI-TIONAL	LONG TERM TRANSI-TIONAL	OTHER	TOTAL NUMBER OF PERSONS SERVED
June 1986	*	2,472	2,643	9	49	5,173
November 1986	*	2,034	2,385	2	48	4,469
February 1987	*	2,968	1,138	6	69	4,181
June 1987	*	2,593	659	2	56	3,310
		(+5%)	(-75%)	(-77%)	(+14%)	(-56%)

*Did not respond to the question
"Other" includes hotel and motel lodging and spouse abuse shelters.

A comparison of the number of persons sheltered during the month of June 1986 to the month of June 1987 shows 5% increase in the number of homeless persons being provided night shelter; a 75% decrease in the number of homeless persons sheltered in short-term transitional shelter; a 77% decrease in the number of homeless persons served in Long-Term Transitional Shelter; and a 14% increase in the number of homeless persons served in an Other Type of Shelter. This data may be affected by a low response rate.

Overall, according to the twenty-five (of a possible forty) service providers responding to the question, there was a 56% decrease in the total number of homeless persons sheltered between June 1986 and June 1987. It is very important to note, however, that

only twenty-five of the forty shelter providers returning the survey responded to this question. The size of the population served by the nonresponding shelters could significantly affect the finding. Also, these figures do not represent the trend identified in other areas of the data analysis in other chapters. Therefore any conclusions drawn using these numbers must take into account those factors.

Persons Unserved by Shelters

All surveyed agencies were asked to write in an estimate of the largest number of homeless persons on any given night during calendar year 1986 for whom they believed no shelter was available in the county. With thirty-six respondents, this question yielded a statewide figure of 5,824 persons.

Shelters were also asked if they turned anyone away who requested shelter during the first six months of 1987. With thirty-five shelters responding, over half (56%) of the shelter respondents indicated they did not turn anyone away, but slightly under half (44%) of the shelter respondents stated that they had to turn away persons requesting shelter. When asked the reason for turning away persons from shelter, and with only nine shelters responding to the question, 83% of the homeless persons were turned away from shelter because of lack of bed space. Four percent were turned away because of alcohol or drug intoxication and two percent because of disruptive behavior.

Summary of Major Chapter Findings

Of a total of forty shelters for the homeless, three types were most commonly found: Day Shelters, Night Shelters and "Other" (purchase of overnight lodging in a local motel or hotel).

Night Shelter was most frequently available to the homeless, with 85% of all shelters being night.

"Other" shelter was the second most frequently available to the homeless, with ten percent of all shelters being purchased lodging in a local motel or hotel.

Day Shelter represented five percent of the total shelters available.

The largest concentration of shelters (86% of the total) were located in Jefferson, Fayette and Kenton counties.

Statewide, there was shelter bed capacity for the homeless of 1,272.

Of the beds available statewide, the greatest proportion were for men alone (50%); followed by beds for women with children (16%); followed by unclassified beds (14% of all beds were available to whoever was in need); followed by women alone (11% of all beds so allocated). Minors alone had the smallest proportion (2%) of shelter beds available.

It is noteworthy that 23% of all shelter beds were for families, either one parent or two parent.

Slightly under half (44%) of responding shelters had to turn away persons requesting shelter during January 1—June 30, 1987. Homeless persons were turned away most frequently because of a lack of available bed space.

CHAPTER VIII

HOUSING ASSISTANCE FOR LOW-INCOME KENTUCKIANS

This Chapter examines the perception of the availability of low-income housing in the county of the agencies providing services to the homeless.

First, however, a few statistics are in order regarding the economic conditions of the homeless population and of the state's citizens. The Kentucky Homeless Survey showed that 59 percent of all homeless persons had no income, and one percent had had a farm foreclosure. Chapter V presented data indicating that almost one-fourth (23 percent) of the homeless were determined by respondent agencies to be evicted renters. Further indicators of low-income status included the proportions of homeless receiving such government benefits as food stamps (19%), AFDC (18%), aged-based Social Security (9%), Veterans pension (4%) and non-aged based Social Security (10%). In addition, the per capita income for Kentucky in 1985 was $10,759, and in 1986 it was $11,238. Kentucky ranks 44th in the Nation in per capita income. Maps in Chapter III show the percent of the citizenry living in poverty in the Commonwealth and the unemployment rates for 1986 and 1987 by county. Considering these circumstances, how available is affordable housing and housing assistance programs to low-income persons?

Agencies serving the homeless may refer homeless persons to housing assistance programs or may subsidize the housing themselves. Thus, agencies providing services to the homeless were asked to indicate whether there was not enough, too much, or an adequate supply of low-income housing in their counties. As seen in Table 43, the vast majority (84%) of the respondent agencies thought there was a lack of low-income housing in their counties. Only one percent (1%) thought there was too much low income housing.

TABLE 43

Respondent Agency Assessment of Availability of Low-Income Housing
Statewide Response
-August 1987-
(N = 82)

LOW INCOME HOUSING SUPPLY IS:	NUMBER	PERCENT
LACKING	69	84%
ADEQUATE	5	6%
TOO MUCH	1	1%
UNKNOWN	7	9%

Agencies providing services to the homeless were asked to indicate for their counties and for each of seven major publicly subsidized housing programs listed on the Survey form, whether there were too many, enough, or not enough such programs available by

household composition and, further, whether they were aware of the availability of such programs, or whether they had ever heard of such publicly subsidized housing programs.

Housing Assistance Programs Defined

The seven major publicly subsidized housing programs about which knowledge was sought included:

Public Housing
HUD Section 8: Lower Income Rental Assistance Certificates
HUD Section 8: Lower Income Rental Assistance Vouchers
HUD Section 8: New Construction/Substantial Rehabilitation
HUD Section 8: Moderate Rehabilitation
HUD Section 8: Rental Rehabilitation
Farmers Home Administration: 515 Rental Assistance

These federally assisted Housing Programs are described as follows:

Public Housing is developed, owned and operated by Public Housing Authorities (PHAs) for the purpose of remedying unsafe and unsanitary housing conditions and the acute shortage of decent, safe and sanitary dwellings for families of lower income. (As authorized in KRS Chapter 80.)

HUD* Section 8 Lower Income Rental Assistance Certificates aid low and very low-income families in obtaining decent, safe and sanitary housing in private accommodations. HUD makes up the difference between what a low and very low-income household can afford and the fair market rent for an adequate housing unit. Eligible tenants must pay the highest of either 30 percent of adjusted income, 10 percent of gross income or the portion of welfare assistance designated to meet housing costs. Housing subsidized by HUD must meet certain standards of safety and sanitation and rents for these units must fall within the range of fair market rents as determined by HUD.

HUD Section 8 Lower Income Rental Assistance Vouchers aid very low-income families in obtaining decent, safe and sanitary housing in private accommodations. This voucher program, similar to the Section 8 Certificate program, additionally provides assisted families with a greater choice in the selection of a rental unit. The voucher permits families to rent beyond the fair market rents.

HUD Section 8 New Construction/Substantial Rehabilitation is the development or rehabilitation of an apartment building. As a result of the new construction/substantial rehabilitation, landlords are required to offer a number of low rent Section 8 units for 20—25 years.

HUD Section 8 Moderate Rehabilitation provides rehabilitation for the purpose of raising substandard housing to standard housing. As a result, landlords are required to offer a number of low rent Section 8 units for 15 years.

HUD Section 8 Rental Rehabilitation provides grants to cities and states to encourage rental housing rehabilitation and rental subsidies to help lower income tenants remain in the building or relocate to other suitable housing. The program is designed to attract private financing to rehabilitation. Grants are awarded on a formula basis to communities of 50,000 or greater population, urban counties and states, along with up to one housing voucher or Section 8 Existing Housing Rental Certificate for each $5,000 in grant funds.

*U.S. Department of Housing and Urban Development

Farmers Home Administration: 515 Rental Assistance program serves low and very low-income families in rural areas.

The households for which data was sought regarding the availability of such publicly subsidized housing programs included:

Persons Alone (aged);
Persons Alone (non-aged);
Couples Without Children;
Families: Less than 5 children;
Families: More than 5 children;

Housing Availability Data

Tables 44 through 50 display the statewide Survey findings for respondent agencies' perceptions of the adequacy or inadequacy of seven housing assistance programs for low-income Kentuckians.

TABLE 44

Housing Assistance to Low-Income Kentuckians
Adequacy of Public Housing
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 72)	2	3%	14	19%	48	67%	8	11%	0	0%
PERSONS ALONE (NON-AGED) (N = 67)	1	1%	7	10%	49	73%	9	13%	1	1%
COUPLES WITHOUT CHILDREN (N = 66)	0	0%	8	12%	46	70%	10	15%	2	3%
FAMILIES: UNDER 5 CHILDREN (N = 68)	0	0%	5	7%	53	78%	6	9%	4	6%
FAMILIES: 5 OR MORE CHILDREN (N = 65)	0	0%	2	3%	55	85%	5	8%	3	5%

TABLE 45

Housing Assistance to Low-Income Kentuckians
Adequacy of HUD Section 8: Lower Income Rental Assistance Certificates
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 66)	2	3%	12	18%	33	50%	17	28%	2	66
PERSONS ALONE (NON-AGED) (N = 59)	1	2%	3	5%	33	56%	19	32%	3	5
COUPLES WITHOUT CHILDREN (N = 61)	0	0%	3	5%	26	48%	19	31%	3	5
FAMILIES: UNDER 5 CHILDREN (N = 64)	0	0%	4	6%	41	64%	16	25%	3	5
FAMILIES: 5 OR MORE CHILDREN (N = 59)	0	0%	3	5%	38	64 %	15	25%	3	5

TABLE 46

Housing Assistance to Low-Income Kentuckians
Adequacy of HUD Section 8: Lower Income Rental Assistance Vouchers
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 56)	1	2%	4	7%	27	48%	22	39%	2	3
PERSONS ALONE (NON-AGED) (N = 55)	1	2%	0	0%	31	56%	20	36%	3	5
COUPLES WITHOUT CHILDREN (N = 57)	0	0%	1	2%	32	56%	22	37%	2	4
FAMILIES: UNDER 5 CHILDREN (N = 57)	0	0%	2	4%	34	60%	18	32%	3	6
FAMILIES: 5 OR MORE CHILDREN (N = 55)	1	2%	0	0%	32	58%	19	35%	3	5

TABLE 47

Housing Assistance to Low-Income Kentuckians
Adequacy of HUD Section 8: New Construction/Substantial Rehab
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 59)	1	2%	4	7%	24	41%	24	40%	6	10
PERSONS ALONE (NON-AGED) (N = 59)	1	2%	0	0%	27	46%	24	41%	17	29
COUPLES WITHOUT CHILDREN (N = 61)	0	0%	1	2%	28	46%	26	43%	6	10
FAMILIES: UNDER 5 CHILDREN (N = 59)	0	0%	0	0%	29	49%	23	40%	7	12
FAMILIES: 5 OR MORE CHILDREN (N = 59)	0	0%	0	0%	31	53%	21	36%	7	12

TABLE 48

Housing Assistance to Low-Income Kentuckians
Adequacy of HUD Section 8: New Construction/Substantial Rehab
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 57)	0	0%	2	4%	21	37%	22	39%	12	21
PERSONS ALONE (NON-AGED) (N = 56)	0	0%	0	0%	22	39%	22	39%	12	21
COUPLES WITHOUT CHILDREN (N = 65)	0	0%	0	0%	21	38%	23	42%	11	20
FAMILIES: UNDER 5 CHILDREN (N = 57)	0	0%	1	2%	24	42%	21	37%	11	19
FAMILIES: 5 OR MORE CHILDREN (N = 55)	0	0%	0	0%	3	42%	20	36%	11	20

TABLE 49

Housing Assistance to Low-Income Kentuckians
Adequacy of HUD Section 8: Rental Rehabilitation
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 54)	0	0%	1	2%	16	30%	25	46%	12	22
PERSONS ALONE (NON-AGED) (N = 53)	0	0%	0	0%	17	32%	24	45%	12	22
COUPLES WITHOUT CHILDREN (N = 53)	0	0%	0	0%	16	30%	26	49%	11	20
FAMILIES: UNDER 5 CHILDREN (N = 46)	0	0%	1	2%	14	30%	20	43%	11	23
FAMILIES: 5 OR MORE CHILDREN (N = 53)	0	0%	0	0%	18	34%	24	45%	11	28

TABLE 50

Housing Assistance to Low-Income Kentuckians
Adequacy of Farmers Home Administration (515 Rental Assistance)
-by Household Composition-

HOUSEHOLD COMPOSITION:	TOO MANY NO.	%	ENOUGH NO.	%	NOT ENOUGH NO.	%	DON'T KNOW NO.	%	NEVER HEARD OF PROGRAM NO.	%
PERSONS ALONE (AGED) (N = 59)	0	0%	4	7%	15	25%	22	37%	18	30
PERSONS ALONE (NON-AGED) (N = 56)	0	0%	2	4%	15	27%	22	39%	12	21
COUPLES WITHOUT CHILDREN (N = 56)	0	0%	2	4%	15	27%	22	39%	17	30
FAMILIES: UNDER 5 CHILDREN (N = 55)	0	0%	2	4%	14	25%	22	40%	17	30
FAMILIES: 5 OR MORE CHILDREN (N = 55)	0	0%	2	4%	14	29%	22	40%	17	30

Due to the magnitude of estimating and characterizing the homeless population, as well as identifying basic services available or not available to the homeless, no attempt was made to do an in-depth study of housing availability and affordability for low-income Kentuckians beyond the data shown in Tables 44 through 50 in this Chapter.

The 1984 and 1985 Kentucky Housing Corporation Housing Reports for Kentucky do give a measurement of the availability and change in various assisted housing programs from 1983 and 1984. Table 51 shows a big decrease in new construction programs.

TABLE 51

Assisted Housing in Kentucky
-1983 and 1984-

	1983		1984	
	NUMBER	PERCENT OF CHANGE 1982-1983	NUMBER	PERCENT OF CHANGE 1983-1984
Public Housing Units Available	24,867	4.3%	25,934	4.2%
Public Housing Units Started	360	-42.9%	-0-	-100%
Section 8: New Construction/ Substandard Rehabilitation	20,222	28.9%	18,885	-6.6%
Section 8: New Construction/ Substandard Rehab Started	1,175	24.9%	339	-71.2%
Section 8: Existing Housing	18,425	-1.1%	19,943	8.2%
Kentucky Housing Corporation	18,110	4.1%	18,737	3.5%

Source: *1984 Housing Report for Kentucky*
1985 Housing Report for Kentucky

Summary of Major Chapter Findings

The major findings regarding the availability of housing assistance programs to selected household groups, as shown in Tables 46 through 52, include the following:

- The availability of affordable housing for low-income Kentuckians is a serious problem for the state's citizens.
- Two-thirds (67%) to well over three-fourths (85%) of all agency respondents indicated there was not enough public housing available regardless of type of household.
- Slightly under one-half (48%) to slightly under two-thirds (64%) of all agency respondents indicated there were not enough HUD Section 8: Lower Income Rental Assistance Certificates available regardless of type of household.
- Nearly one-half (48%) to three-fifths (64%) of all agency respondents indicated there were not enough HUD Section 8: Lower Income Rental Assistance Vouchers available regardless of type of household.
- Slightly over two-fifths (41%) to slightly over one-half (53%) of all agency respondents indicated there was not enough HUD Section 8: New Construction Substantial Rehabilitation available regardless of type of household.
- All agency respondents tended to know *more* about the availability to selected household groups in their counties of two of the seven major housing assistance programs than about the other five: Public Housing and HUD Section 8: Lower Income Rental Assistance Certificates.
- On average, all agency respondents tended to know *less* about the availability to selected household groups of the following five housing assistance programs: (1) The four HUD Section 8 programs for Lower Income Rental Assistance Vouchers, New Construction/Substantial Rehabilitation, Moderate Rehab, and Rental Rehabilitation; and (2) The FHA 515 Rental Assistance Program.

- Of all the housing assistance programs, the ones which all agency respondents tended to know *least* about were FHA 515 Rental Assistance Program, and the two HUD Section 8 Programs for Moderate Rehab and Rental Rehab.

CHAPTER IX

FACTORS INFLUENCING HOMELESS SELF-SUFFICIENCY

Surveyed agencies providing services to the homeless were asked to rank in order of importance, from a predetermined list of twenty services/factors, those deemed most important for the average adult homeless person in the agency's community to become self-sufficient. These factors were selected based on review of the literature about homelessness, observations made during site visits to homeless service provider agencies, and receipt of comments about self-sufficiency policy issues from homeless service providers.

The surveyed agencies were also asked to identify, from a predetermined list of twenty services/factors, those which were not available to the average homeless person in the respondent's county. These services/factors were identical to those the agencies were to rank as most important for self-sufficiency. Respondents were also asked to describe other most important and least available services/factors.

These predetermined twenty services/factors included the following:

Jobs Which Also Provide Employee Health Insurance
Job Training
Job Retraining
Personal Job Skills Assessment and Counseling
Mental Health Counseling
Improved Health
More Education
Alcohol Treatment
Drug Abuse Treatment
A Case Manager
Obtaining a G.E.D.
Rental Assistance Program
Affordable Public Housing
Affordable Private Housing
More Minimum Wage Jobs
More Full-Time Jobs
Employer-Based Child Day Care
State-Subsidized Child Day Care
Higher Government Benefit Payment
More Community Job Creation
Other

Factors Ranking Highest for Self-Sufficiency

Table 52 displays the ten factors with the highest ranking by respondent agencies as needed for the average adult homeless person to become self-sufficient. The ranking of the factors is in descending order.

TABLE 52

Factors RANKING HIGHEST Statewide as Needed For
Adult Homeless Self-Sufficiency
(N = 65)

FACTORS
MORE FULL-TIME JOBS
JOB TRAINING
AFFORDABLE PUBLIC HOUSING
MORE EDUCATION
JOB RETRAINING
AFFORDABLE PRIVATE HOUSING
JOBS WITH EMPLOYEE HEALTH INSURANCE
MORE COMMUNITY JOB CREATION
RENTAL ASSISTANCE PROGRAM
MORE MINIMUM WAGE JOBS

Six of the ten highest-ranked self-sufficiency factors related to jobs (more full-time jobs, job training, job retraining, jobs with employee health insurance, community job creation and minimum wage jobs). Note that the Survey had also found that 90% of the adult homeless were unemployed during the first six months of 1987 and 59% of the homeless were without income.

Three of the ten highest-ranked factors related to housing assistance (affordable public housing, affordable private housing and a rental assistance program). The Respondent agencies included those who served low-income at risk of being homeless persons, as well as those actually homeless. Affordable public housing ranked third highest of all factors.

The remaining highly ranked factor was "more education" needed for the homeless person. As Chapter V shows, very few homeless had a high school education (11 percent) or beyond (5 percent).

Factors Least Selected for Self-Sufficiency

Table 53 shows the ten factors least selected by respondent agencies as needed for self-sufficiency. The factors are arranged in ascending order, with the factor selected least often being listed first.

TABLE 53

Factors LEAST SELECTED Statewide as Needed For
Adult Homeless Self-Sufficiency
(N = 65)

FACTORS
A CASE MANAGER
HIGHER GOVERNMENT BENEFIT PAYMENT
DRUG ABUSE TREATMENT
MENTAL HEALTH COUNSELING
EMPLOYER-BASED CHILD DAY CARE
ALCOHOL TREATMENT
STATE-SUBSIDIZED CHILD DAY CARE
IMPROVED HEALTH
OBTAINING A G.E.D.
PERSONAL JOB SKILLS ASSESSMENT & COUNSELING

Interestingly, although 37% of the statewide homeless had been identified as being alcoholic, treatment for alcohol problems ranked sixth from the bottom in least selected factors respondent agencies deemed needed for the adult homeless person to become self-sufficient. In fact, four factors related to improving physical or mental health were among the ten factors least selected as being needed for self-sufficiency. These factors were: drug abuse treatment, mental health counseling, alcohol treatment and improved health. Nonetheless, the survey had found that four percent of the homeless were chronically mentally ill, nine percent had been recently released from an inpatient psychiatric facility, seventeen percent were physically disabled, and twelve percent were physically ill (See Chapter V).

Two of the ten least selected factors for promoting self-sufficiency related to potential employability of the homeless person (obtaining a G.E.D. and personal job skills assessment and counseling), although "more education" did rank fourth highest as needed for the homeless to be self-sufficient (See Table 52).

Two of the ten least selected factors related to child day care (employer-based and state-subsidized). This may be accounted for by the fact that seventy-one percent of the homeless were men. Also, thirty-eight percent of the homeless females were under age 18.

The factor least selected by respondents as needed for adult homeless persons to become self-sufficient was to have a case manager for the homeless person. It is not known whether this low ranking means that the respondent agencies didn't understand the concept of a case manager, or didn't think it was their responsibility, or viewed case management as a public sector rather than a private sector responsibility.

Self-Sufficiency Factors Least Available

Respondent agencies identified, from a predetermined list of twenty services/factors, those community-based services/factors which were least available to homeless persons statewide. Ten services/factors (identified in Table 53 as "self-sufficiency" factors) were indicated as least available in the community by one-third or more of the surveyed respondent agencies. They are set forth in Table 54.

TABLE 54

Self-Sufficiency Factors Least Available to Homeless Persons
-Statewide-
(N = 67)

FACTOR	NUMBER OF RESPONDENTS	PERCENT OF RESPONDENTS INDICATING
FULL-TIME JOBS	55	82%
EMPLOYER-BASED DAY CARE	50	75%
AFFORDABLE PRIVATE HOUSING	44	66%
JOBS WITH HEALTH INSURANCE	44	66%
STATE-SUBSIDIZED DAY CARE	41	61%
JOB CREATION	39	58%
JOB TRAINING	28	42%
MINIMUM WAGE JOBS	27	40%
RENTAL ASSISTANCE	23	34%
JOB RETRAINING	23	34%

Six of the ten self-sufficiency factors determined least available to homeless persons by one-third or more of the respondents related to jobs. These included full-time jobs, jobs with health insurance, job creation, job training, more minimum wage jobs and job retraining. These closely parallel the factors selected by respondent agencies in Table 52 as being most needed by adult homeless persons for self-sufficiency achievement.

For homeless families with children and one-person-headed households, a case could be made for the relationship between employability and two additional factors selected as least available which related to day care (state-subsidized and employer-based). However, respondent agencies had previously identified day care as being one of the least important factors for homeless persons.

The remaining two self-sufficiency factors least available to homeless persons were related to the subject of housing assistance. Sixty-six percent of all respondent agencies indicated that affordable housing was least available. Thirty-four percent of all respondent agencies indicated that rental assistance programs were least available to homeless persons.

Summary of Major Findings:

Of the ten factors respondent agencies ranked highest as most needed for self-sufficiency for adult homeless persons:

- Six were related to jobs (more full-time jobs, more job training, more job retraining, jobs with employee health insurance, more community job creation and more minimum wage jobs);
- Three were related to housing assistance (affordable public housing, affordable private housing and rental assistance); and
- Only one of the ten related to a need for more education, although only eleven percent of all homeless persons had any formal education beyond high school.

It would appear that respondent agencies were somewhat unrealistic about being able to move the homeless toward self-sufficiency, first through more job availability and through job training, and then secondarily through more education. Only five percent of the homeless had formal education beyond high school and, as previously stated, only eleven percent of all homeless had finished high school or obtained a G.E.D.

In addition, the LRC 1986 HCR 121 Study Report included a reference to the survey by the Kentucky Literacy Commission of Kentucky businesses wherein of 375 responding companies, over 70% required new employees to have four years of high school, a high school diploma, or a G.E.D.[15]

The ten factors selected least as most needed for self-sufficiency for homeless persons included alcohol and drug treatment. Nonetheless, elsewhere in the survey, respondent agencies had identified 37% of the statewide homeless as being alcoholic. Alcoholism among the homeless was the second most frequently agreed upon characteristic of homeless persons.

Of the ten self-sufficiency related factors least available to homeless persons, six were related to jobs. These included full-time jobs (82% of respondent agencies stated these were least available); jobs with health insurance (66% of respondent agencies stated these were least available); job creation (58% of the agencies stated least available); job training (42%); minimum wage jobs (40%); and job retraining (34% of respondents stated least available).

CHAPTER X

MATCHING NEEDS OF THE HOMELESS TO SERVICE AVAILABILITY

In prior chapters, the characteristics of homeless persons in Kentucky related to potential for self-sufficiency were identified, as were the factors/services determined as needed for those persons to become self-sufficient. It was found that the homeless in Kentucky were generally: males (71%); white (93%); uneducated (11% of all homeless had a high school diploma); unemployed (90%); substance abusers (37% alcoholics and 12% drug addicts); victims of domestic violence (28%); and/or evicted renters (23%).

This chapter discusses the **usual services offered** by service providers for the homeless and the **services least frequently available.**

Services Most Frequently Provided to Homeless Persons

Surveyed agencies were presented with a predetermined list of 34 services thought to be among those usually provided by the varied types of agencies helping homeless persons. Agency respondents could check as many services as they actually offered to each of several types of homeless persons (men alone, women alone, children alone, women with children, and two-parent families). The thirty-four services from which agency respondents could select follow:

Day Shelter
Night Shelter
Short-Term Transitional Shelter (up to three months)
Long-Term Transitional Shelter (three to twelve months)
Local motel room
Rent Subsidy
Taking applications for HUD low income rental assistance
Money to Leave Town
Utility Subsidy
Referral for Permanent Housing
Location of Permanent Housing
Food Bank (take home food)
Food Kitchen (on site meals)
Clothing
Time Limited Clothing Storage
On Site Laundry
On Site Personal Hygiene (Showers, ect.)
House Furnishings/Goods
Cash

Money Management
On-Site Work Experience
Job Referral
On-Site Health Services
On-Site Dental Care
On-Site Drug Treatment
Drug Treatment Referral
On-Site Alcohol Treatment
Alcohol Treatment Referral
On-Site Mental Health Counseling.
Mental Health Counseling Referral
Transportation to Local Services
Day Care for Children
Legal Advocacy
Individual Case Management
Other

As may be noted, some of these services could be utilized on-site and others taken away.

From the data generated, statewide findings were derived regarding: (1) services most frequently provided homeless persons throughout the state by respondent agencies statewide; (2) services least frequently provided and thus least frequently available for homeless persons throughout the state by respondent agencies statewide; (3) services most frequently provided by respondent agencies statewide for each of the five categories of homeless; and (4) services least frequently provided and thus least frequently available by respondent agencies for each of the five categories of homeless.

Table 55 lists the ten most frequently provided services for all homeless persons by the respondent agencies. These ten services fell into the category of the provision of "food, shelter and clothing." Thus, clothing was the most frequently provided service, with food bank being second. Five of the ten most frequently provided services related to shelter, although these were short-term relief services.

TABLE 55

Ten Services MOST Frequently Provided for Homeless Persons
-Statewide Respondent Agencies-
(N = 83)

Clothing
Food bank
Transportation to local services
Utility subsidy
Local motel room
Money to leave town
Rent subsidy
Money management
House furnishings/goods
Night shelter

Thus, short-term services were provided nine out of ten times to the homeless.

Table 56 lists the ten least frequently provided and thus least available services to all homeless persons by the respondent agencies statewide. Four of the ten services related to health or substance abuse treatment. Two of the ten services related to providing more stable housing arrangements, such as long-term transitional shelter and HUD low rental assistance application assistance. Three of the remaining least frequently provided services included the transitory services of time-limited clothing storage, on-site laundry, and cash. On-site drug treatment was the least frequently available service of respondent homeless service providers. On-site alcohol treatment was the fifth least frequently available service of respondent homeless service providers.

TABLE 56

Ten Services LEAST Provided for Homeless Persons
Statewide Respondent Agencies
(N = 83)

On-site drug treatment
On-site dental treatment
Long-term transitional shelter
Child care
On-site alcohol treatment
On-site health services
HUD low rental assistance application assistance
Time limited clothing storage
On-site Laundry
Cash

Tables 57 and 58 show the ten services most and least frequently provided to homeless persons statewide, by each of the five categories of homeless persons. The statewide top two services actually provided, regardless of category of homeless, were clothing and food. The top two services least provided, regardless of category of homeless, were on-site drug and dental care.

TABLE 57
MOST AVAILABLE SERVICES
(N = 83)

WOMEN ALONE	CHILDREN ALONE	WOMEN WITH CHILDREN	TWO PARENT FAMILIES	MEN ALONE
Food bank	Clothing	Clothing	Clothing	Clothing
Clothing	Food bank	Food bank	Food bank	Food bank
Transp. to local services	Transp. to local services	Rent subsidy	Utility subsidy	Money to leave town
Utility subsidy	Individual case management	Utility subsidy	Rent subsidy	Transp. to local services
Rent subsidy	Money management	Transp. to local services	Purchase local motel/hotel	Utility subsidy
Money to leave town	Food kitchen	Purchase local motel/hotel	Money to leave town	Purchase local motel/hotel
House furnishings/goods	House furnishings/goods	Money to leave town	Transp. to local services	Rent subsidy
Money management	On site mental hlt. counsel.	House furnishing/goods	Money management	Money management
Case management	Night shelter	Money management	Locate permanent housing	Night shelter
Locate permanent housing	Money to leave town	Individual case management	Night shelter	

TABLE 58
LEAST AVAILABLE SERVICES
(N = 83)

WOMEN ALONE	CHILDREN ALONE	WOMEN WITH CHILDREN	TWO PARENT FAMILIES	MEN ALONE
On site drug treatment	On site dental care	On site drug treatment	On site drug treatment	On site dental care
On site dental care	On site drug treatment	On site dental care	On site dental care	On site drug treatment
Long-term trans. shelter	On site alcohol treatment	Long-term trans. shelter	Long-term trans. shelter	On site health services
On site health services	On site work experience	On site alcohol treatment	On site health services	Long-term trans. shelter
On site alcohol treatment	short-term trans. shelter	On site health services	On site alcohol treatment	On site alcohol treatment
Time ltd. clothing storage	On site health services	Day care for children	On site laundry	Time ltd. clothing storage
On site laundry	Cash	Time ltd. clothing storage	Time ltd. clothing storage	On site laundry
short-term trans. shelter	On site laundry	On site laundry	Day care for children	Short-term trans. shelter
Cash	time ltd. clothing storage	Cash	Day shelter	Day shelter
Day shelter	Legal advocacy	On site work experience	Cash	On site ment.hlt.counsel.

To some extent, this data indicates that services are being provided for the most urgent or immediate needs of the homeless population, regardless of gender, family or marital status. However, few agencies provide health, mental health, drug abuse treatment or long-term transitional shelter services. Therefore, agencies serving the homeless throughout the state appear most likely to meet only the short-term needs of the homeless population.

Although respondent agencies least often offered substance abuse services to the homeless, there are services available throughout the state for substance abusers. These services, including eligibility factors and costs related thereto, are displayed in Tables 59, 60 and 61.

TABLE 59

Substance Abuse Treatment Programs
Bed Availability and Average Daily Cost of Care
-By Type of Program-

	DETOXIFICATION		RESIDENTIAL		HALFWAY	
LOCATION	# BEDS	COST PER DAY	# BEDS	COST PER DAY	# BEDS	COST PER DAY
Paducah (FRIEDMAN)	3	$31.16	11	$51.48	N/A	N/A
Hopkinsville (VOLTA)	N/A	N/A	38	$49.00	N/A	N/A
Henderson (RAR)	4	$104.21	16	$53.33	N/A	N/A
Elizabethtown (HAYCRAFT)	5	$36.05	11	$36.86	N/A	N/A
Louisville						
(JADAC)	31	$126.89	48	$56.43		
(VOLUNTEERS OF AMERICA)	N/A	N/A	N/A	N/A	18	Unknown
(BROOKLAWN)	N/A	N/A	N/A	N/A	22	Unknown
Dayton (DROEGE HOUSE)	N/A	N/A	30	$26.78	N/A	Unknown
Ashland (PATHWAYS)	10	$121.20	N/A	N/A	15	$19.52
Prestonsburg (LAYNE HOUSE)	2	~~$93.11~~	6	$99.11	N/A	N/A
Jackson (OCTAGON)	5	$79.56	15	$47.68	N/A	N/A
London (CROSSROADS)	N/A	N/A	30	$25.59	N/A	N/A
Corbin						
(CUMBERLAND RIVER HALFWAY HOUSE)	N/A	N/A	N/A	N/A	20	$25.59
Lexington						
(DETOX CENTER)	15	$47.74	N/A	N/A	N/A	N/A
(CHARLES SCHWARTZ CENTER)	N/A	N/A	17	$58.61	N/A	N/A
(CHRYSALIS HOUSE)	N/A	N/A	N/A	N/A	19	$31.10
Frankfort						
(BETA PROGRAM)	N/A	N/A	16	$26.83	N/A	N/A
(HALFWAY HOUSE)	N/A	N/A	N/A	N/A	10	26.83

SOURCE: Department for Mental Health/Mental Retardation Services
Division of Substance Abuse
Community Mental Health Center 1987 Cost Reports

TABLE 60

Substance Abuse Treatment Programs
Statewide Average Daily Cost of Care
-1987-

DETOXIFICATION	$80.00
RESIDENTIAL*	$47.65

SOURCE: CHR Department for Mental Health/Mental Retardation Services Division of Substance Abuse Community Mental Health Center 1987 Cost Reports

*Includes halfway house and residential

TABLE 61

Substance Abuse Treatment Programs
Statewide Average Length of Stay
-1987-

ALCOHOL ABUSE:	
Detoxification	4.6 days
Residential	23.5 days
Outpatient	17 visits per patient
DRUG ABUSE:	
Detoxification	6.3 days
Residential	19 days
Outpatient	14.9 visits per patient

SOURCE: Regional Alcohol and Drug Abuse Profile CHR Department for Mental Health/Mental Retardation Services Division of Substance Abuse

FOOTNOTES

1. Dana Mauch, "Homelessness: An Integrated Approach—A Guide to Policy Makers and Providers," Boston, MA, 1985, p.16.

2. Dana Mauch, p. 17.

3. Dana Mauch, p. 17.

4. Dana Mauch, p. 18.

5. Dana Mauch, p. 19.

6. Charles Cowan, William Breakey and Pamela Fischer, "The Methodology of Counting the Homeless," [Paper, no date], p. 3.

7. Cowan, Breakey and Fischer, p. 5.

8. Cowan, Breakey and Fischer, p. 2.

9. U. S. Congress, "Stewart B. McKinney Homeless Assistance Act," 100th Congress, 1st Session, p.12.

10. U. S. Congress, p. 12—13.

11. "Rural Areas See Homeless Rising; Report Calls for Emergency Relief," Safety Network, December 1987, Vol. 5, No. 5, p. 3.

12. Ibid.

13. "Keeping Kentucky's Students in School: An Initial Report on Dropout Prevention," Kentucky Dropout Prevention Advisory Commission.

14. 1986-87 Annual Report of the Kentucky Literacy Commission.

15. Mary Yaeger and Vinson Straub, "Barriers to Self-Sufficiency in Kentucky's Public Assistance Programs Report," 1987.

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APPENDICES

1. Kentucky Homeless Survey.
2. Comparison of the Number of Agencies Surveyed to the Number of Responding Agencies Providing Services to the Homeless.
3. Number of Homeless Persons Served by All Respondent Agencies in Calendar Year 1986 and January—June 1987 by Area Development District.
4. Number of Homeless Persons Served in Shelters in Calendar Year 1986 and January—June 1987 by Area Development District.
5. Characteristics of the Homeless Population by Area Development Districts.
6. Federal Laws Pertaining to Homelessness.
7. Proposed Federal Legislation.
8. State Studies on Homelessness.
9. Proposed or Enacted Legislation by Other States.

APPENDIX I

ADD #
COUNTY #
CITY #_____

LEGISLATIVE RESEARCH COMMISSION
COMMITTEE ON HEALTH AND WELFARE
State Capitol
Frankfort, Kentucky 40601

KENTUCKY HOMELESS SURVEY

_____ _____
Agency Name (write in) Name of Person Completing Form

_____ _____
Street Address Title of Person Completing Form

_____ _____ ( ) _____
City State Zip Phone Number

1. Does your agency* provide any services directly to the homeless?
*For purposes of this Survey, the term "agency" includes any public or private agency, organization, church group or other similar entity. (PLEASE CHECK ONE)

_____ Yes

_____ No

If you answered "No" to question number 1, please STOP here and return the form. Thank you.

---

2. On the average, what percent of all persons served by your agency are: (FILL IN ACTUAL PERCENT)

_____ % At risk of being Homeless
_____ % Short-term Homeless (one night to three months)
_____ % Long-term Homeless (over three months)
_____ % Other Type of Client

3. For calendar year 1986, what was the total number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)

_____

4. For January 1 through June 30, 1987, what was the total number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)

_____

5. For January 1 through June 30, 1987, what was the average monthly number of homeless persons served by your agency? (FILL IN UNDUPLICATED NUMBER)

_____

I. SERVICES PROVIDED:

6. Does your agency provide any of the following types of services to homeless persons? (CHECK AS MANY AS APPLY FOR EACH TYPE OF HOMELESS PERSONS LISTED)

Service	Men Alone	Women Alone	Children Alone	Women with Children	Two Parent Families
Day Shelter					
Night Shelter					
Short Term Transitional Shelter (up to three months)					
Long Term Transitional Shelter (three to twelve months)					
Purchase local motel room					
Rent Subsidy					
Take applications for HUD low income rental assistance					
Money to leave town					
Utility Subsidy					
Referral for Permanent Housing					
Location of Permanent Housing					
Food Bank (take home food)					
Food Kitchen (on site meals)					
Clothing					
Time Limited Clothing Storage					
On Site Laundry					
On Site Personal Hygiene (Showers, etc.)					
House Furnishings/Goods					
Cash					
Money Management					
On Site Work Experience					
Job Referral					
On Site Health Services					
On Site Dental Care					
On Site Drug Treatment					
Drug Treatment Referral					
On Site Alcohol Treatment					
Alcohol Treatment Referral					
On Site Mental Health Counseling					
Mental Health Counseling Referral					
Transportation to Local Services					
Day Care for Children					
Legal Advocacy					
Individual Case Management					
Other (Describe)					

II. BUDGET:

7. For calendar year 1986 and the first six months of 1987, how much and what percent of your agency's total budget went for any of the following services to the homeless? (i.e. 15% Mental Health, 35% Food Pantry, etc.) (IF YOU DO NOT PROVIDE A PARTICULAR SERVICE WRITE IN THE NUMBER ZERO "0")

SERVICES PROVIDED	CALENDAR YEAR 1986 AMOUNT EXPENDED	CALENDAR YEAR 1986 PERCENT OF TOTAL BUDGET	JAN. 1 - JUNE 30, 1987 AMOUNT EXPENDED	JAN. 1 - JUNE 30, 1987 PERCENT OF TOTAL BUDGET
Day Shelter.....				
Night Shelter.....				
Short Term Shelter (under 3 mo.)				
Long Term Shelter (3 to 12 mo.)				
Purchase local motel room.....				
Rent Subsidy.....				
Take applications for HUD low income rental assistance.....				
Money to Leave Town.....				
Utility Subsidy.....				
Referral for Housing.....				
Location of Permanent Housing...				
Food Bank (take home food).....				
Food Kitchen (on site meals)....				
Clothing.....				
Time Limited Clothing Storage...				
On Site Laundry.....				
On Site Personal Hygiene (Showers, etc.).....				
House Furnishings/Goods.....				
Cash.....				
Money Management.....				
On Site Work Experience.....				
Job Referral.....				
On Site Health & Dental Services				
On Site Alcohol or Drug Treatment				
On Site Mental Health Counseling				
Transportation to Local Services				
Day Care for Children.....				
Legal Advocacy.....				
Individual Case Management.....				
Other (Describe)_____				
TOTAL	$	%	$	%

(TOTAL SHOULD ADD UP TO 100% ONLY IF ALL AGENCY SERVICES ARE DIRECTED TOWARD THE HOMELESS)

8. For calendar year 1986 and the first six months of 1987, what is the source of your agency's funds directed toward services for the homeless? (WRITE IN DOLLAR AMOUNT)

SOURCE OF FUNDING	CALENDAR YEAR 1986	JAN. 1 - JUNE 30, 1987
FEMA Emergency Food and Shelter Program	$	$
FEMA State Set Aside Program	$	$
Hands Across America	$	$
Community Development Block Grant Funds	$	$
Alcohol, Drug Abuse & Mental Health Block Grant Funds	$	$
Preventive Health & Health Services Block Grant Funds	$	$
Community Services Block Grant Funds	$	$
Maternal & Child Health Block Grant Funds	$	$
Social Service Block Grant Funds	$	$
HUD Transitional Housing Demonstration Program	$	$
HUD Emergency Shelter Grants Program	$	$
United Way	$	$
Corporate Donations	$	$
Private Donations	$	$
Church Donations	$	$
County Government (SPECIFY)_____	$	$
City Government (SPECIFY)_____	$	$
Other Federal Grant Program (SPECIFY)_____	$	$
Other (SPECIFY)_____	$	$
TOTAL	$	$

****

III. CHARACTERISTICS OF THE HOMELESS:

****

9. Does your agency routinely use an Intake Form to collect data about each homeless person served? (CHECK ONE)

_____Yes (IF YES, PLEASE RETURN A COPY WITH THIS SURVEY)

_____No

10. As a service provider to the homeless, has there been any major change in the characteristics of the homeless persons served over the past three years? (CHECK ONE)

_____No

_____Yes (DESCRIBE)_____

11. What is your agency's main service area? (CHECK ONLY ONE)

_____Inner-City

_____City-Wide

_____County-Wide

_____Statewide

_____Other (DESCRIBE)_____

12. For January 1 through June 30, 1987, what was the average monthly number of male and female homeless persons your agency served by age, race, and education? (FILL IN UNDUPLICATED NUMBERS)

AGE:	MALES SERVED	FEMALES SERVED	TOTAL PERSONS SERVED
0-5			
6-12			
13-18			
19-30			
31-40			
41-50			
51-60			
61-70			
71-80			
Over 80			
Unknown			

RACE:			
White			
Black			
Other			
Unknown			

EDUCATIONAL LEVEL:			
Above High School			
Completed High School			
Completed G.E.D.			
Completed only to the 10th or 11th grade			
Completed only to the 9th grade			
Completed the 8th grade or less			
Unknown			

13. For January 1 through June 30, 1987, what percent of all homeless persons served by your agency were:
(FILL IN NUMBER - EACH CHARACTERISTIC COULD BE UP TO 100%)

_____% Without Income

_____% Recipient of AFDC

_____% Recipient of Food Stamps

_____% Recipient of Social Security (Aged Based)

_____% Recipient of Social Security (Other Than Aged Based)

_____% Recipient of Supplemental Security Income (SSI)

_____% Recipient of Veterans Pension

_____% Vietnam Veteran

_____% Veteran (Other than Vietnam)

_____% Migrant or Seasonal Worker

_____% Had Their Farm Foreclosed

_____% Evicted Renter

_____% Chronically Mentally Ill

_____% Physically Disabled

_____% Physically Ill

_____% Alcoholic (Alcohol Abuser)

_____% Drug Addicted (Drug Abuser)

_____% Mentally Retarded

_____% Victim of Domestic Violence

_____% Recently Released from a Prison or Jail

_____% Recently Released from an Inpatient Psychiatric Facility

_____% Recently Released from a Mental Retardation Facility

_____
_____CHECK HERE IF DON'T KNOW

****

IV. EMPLOYMENT

****

14. For January 1 through June 30, 1987, what percent of all *adult homeless persons your agency served were:
(FILL IN ACTUAL PERCENT) (*"ADULT" MEANS OVER THE AGE OF EIGHTEEN)

_____% Employed

_____% Unemployed

_____% Employment Status Unknown

15. For January 1 through June 30, 1987, what percent of all *adult employed homeless persons your agency served were paid: (FILL IN ACTUAL PERCENT) (*"ADULT" MEANS OVER THE AGE OF EIGHTEEN)

_____% Under Minimum Wage (Less than $3.35 an hour).
_____% Minimum Wage ($3.35 an hour).
_____% Over Minimum (Over $3.35 an hour).
_____% Wage Unknown

_____CHECK HERE IF NONE WERE EMPLOYED

16. For January 1 through June 30, 1987, what percent of all adult homeless your agency served had: (FILL IN ACTUAL PERCENT) (*"ADULT" MEANS OVER THE AGE OF EIGHTEEN)

_____% Recent work experience
_____% No Recent Work Experience
_____% No Job Skills
_____% A Few Job Skills
_____% Many Job Skills

_____CHECK HERE IF UNKNOWN

****

SEVERAL ORGANIZATIONS WHICH PROVIDE SERVICES TO THE HOMELESS THROUGHOUT KENTUCKY, WOULD LIKE A MAILING LIST OF ALL SERVICE PROVIDERS WE HAVE SURVEYED. PLEASE COMPLETE ONE OF THE FOLLOWING STATEMENTS:

_____Yes, include my agency's name and address.

_____No, do not include my agency's name and address.

****

****

V. RESIDENCY:

****

17. For January 1 through June 30, 1987, what percent of all homeless persons served by your agency had an immediate prior residence in: (*"Immediate Prior Residence" means the person had a mailing address) (UNDUPLICATED NUMBER - FILL IN NUMBER)

_____% The city or town in which your agency is located
_____% The county in which your agency is located
_____% A Kentucky county bordering your agency county
_____% A Kentucky county not bordering your agency county
_____% A Resident of a State bordering Kentucky
_____% Another non-bordering State
_____% Unknown

18. For January 1 through June 30, 1987, how many and from which Kentucky counties did the homeless persons served by your agency have an immediate prior residence? ("IMMEDIATE PRIOR RESIDENCE" MEANS THE PERSON HAD A MAILING ADDRESS) (CIRCLE AS MANY COUNTIES AS APPLY AND FILL IN ACTUAL NUMBER OF PERSONS)

COUNTY	NUMBER OF PERSONS	COUNTY	NUMBER OF PERSONS	COUNTY	NUMBER OF PERSONS	COUNTY	NUMBER OF PERSONS
Adair.....	_____	Edmonson.....	_____	Knox.....	_____	Nicholas.....	_____
Allen.....	_____	Elliott.....	_____	Larue.....	_____	Ohio.....	_____
Anderson....	_____	Estill.....	_____	Laurel.....	_____	Oldham.....	_____
Ballard.....	_____	Fayette.....	_____	Lawrence.....	_____	Owen.....	_____
Barren.....	_____	Fleming.....	_____	Lee.....	_____	Owsley.....	_____
Bath.....	_____	Floyd.....	_____	Leslie.....	_____	Pendleton.....	_____
Bell.....	_____	Franklin.....	_____	Letcher.....	_____	Perry.....	_____
Boone.....	_____	Fulton.....	_____	Lewis.....	_____	Pike.....	_____
Bourbon.....	_____	Gallatin.....	_____	Lincoln.....	_____	Powell.....	_____
Boyd.....	_____	Garrard.....	_____	Livingston....	_____	Pulaski.....	_____
Boyle.....	_____	Grant.....	_____	Logan.....	_____	Robertson.....	_____
Bracken.....	_____	Graves.....	_____	Lyon.....	_____	Rockcastle....	_____
Breathitt...	_____	Grayson.....	_____	McCracken.....	_____	Rowan.....	_____
Breckinridge	_____	Green.....	_____	McCreary.....	_____	Russell.....	_____
Bullitt.....	_____	Greenup.....	_____	McLean.....	_____	Scott.....	_____
Butler.....	_____	Hancock.....	_____	Madison.....	_____	Shelby.....	_____
Caldwell....	_____	Hardin.....	_____	Magoffin.....	_____	Simpson.....	_____
Calloway....	_____	Harlan.....	_____	Marion.....	_____	Spencer.....	_____
Campbell....	_____	Harrison.....	_____	Marshall.....	_____	Taylor.....	_____
Carlisle....	_____	Hart.....	_____	Martin.....	_____	Todd.....	_____
Carroll.....	_____	Henderson.....	_____	Mason.....	_____	Trigg.....	_____
Carter.....	_____	Henry.....	_____	Meade.....	_____	Trimble.....	_____
Casey.....	_____	Mickman.....	_____	Menifee.....	_____	Union.....	_____
Christian...	_____	Hopkins.....	_____	Mercer.....	_____	Warren.....	_____
Clark.....	_____	Jackson.....	_____	Metcalfe.....	_____	Washington....	_____
Clay.....	_____	Jefferson.....	_____	Monroe.....	_____	Wayne.....	_____
Clinton.....	_____	Jessamine.....	_____	Montgomery....	_____	Webster.....	_____
Crittenden..	_____	Johnson.....	_____	Morgan.....	_____	Whitley.....	_____
Cumberland..	_____	Kenton.....	_____	Muhlenberg....	_____	Wolfe.....	_____
Daviess.....	_____	Knott.....	_____	Nelson.....	_____	Woodford.....	_____

DON'T KNOW FROM WHICH COUNTY THE FOLLOWING NUMBER OF PERSONS HAD AN IMMEDIATE PRIOR RESIDENCE.

_____
(FILL IN ACTUAL NUMBER)

THE FOLLOWING NUMBER OF PERSONS WERE LONG-TERM HOMELESS AND THEREFORE HAD NO IMMEDIATE PRIOR RESIDENCE.

_____
(FILL IN ACTUAL NUMBER)

19. For January 1 through June 30, 1987, how many and from which State did the homeless persons served by your agency have an immediate prior residence? ("IMMEDIATE PRIOR RESIDENCE" MEANS THE PERSON HAD A MAILING ADDRESS) (CIRCLE AS MANY COUNTIES AS APPLY AND FILL IN ACTUAL NUMBER OF PERSONS)

STATE	NUMBER OF PERSONS	STATE	NUMBER OF PERSONS	STATE	NUMBER OF PERSONS
Alabama.....	_____	Alaska.....	_____	Arizona.....	_____
Arkansas.....	_____	California.....	_____	Colorado.....	_____
Connecticut.....	_____	Delaware.....	_____	D. C.....	_____
Florida.....	_____	Georgia.....	_____	Hawaii.....	_____
Idaho.....	_____	Illinois.....	_____	Indiana.....	_____
Iowa.....	_____	Kansas.....	_____	Kentucky.....	_____
Louisiana.....	_____	Maine.....	_____	Maryland.....	_____
Massachusetts.....	_____	Michigan.....	_____	Minnesota.....	_____
Mississippi.....	_____	Missouri.....	_____	Montana.....	_____
Nebraska.....	_____	Nevada.....	_____	New Hampshire.....	_____
New Jersey.....	_____	New Mexico.....	_____	New York.....	_____
North Carolina....	_____	North Dakota.....	_____	Ohio.....	_____
Oklahoma.....	_____	Oregon.....	_____	Pennsylvania.....	_____
Rhode Island.....	_____	South Carolina.....	_____	South Dakota.....	_____
Tennessee.....	_____	Texas.....	_____	Utah.....	_____
Vermont.....	_____	Virginia.....	_____	Washington.....	_____
West Virginia.....	_____	Wisconsin.....	_____	Wyoming.....	_____

DON'T KNOW FROM WHICH STATE THE FOLLOWING NUMBER OF PERSONS HAD AN IMMEDIATE PRIOR RESIDENCE.

_____
(FILL IN ACTUAL NUMBER)

THE FOLLOWING NUMBER OF PERSONS WERE LONG-TERM HOMELESS AND THEREFORE HAD NO IMMEDIATE PRIOR RESIDENCE.

_____
(FILL IN ACTUAL NUMBER)

****

VI. HOUSING:

****

20. In the county in which your agency is located is there:
(CHECK ONLY ONE)

_____An Adequate Supply Of Low Income Housing
_____A Lack Of Low Income Housing
_____Too Much Low Income Housing
_____Don't Know The Amount Of Low-Income Housing

21. In the county in which your agency is located is there: (PLEASE CIRCLE ONE FOR EACH CATEGORY)

	Too Many	Enough	Not Enough	Don't Know	Never Heard Of This Program
PUBLIC HOUSING FOR:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
HUD SECTION 8 LOWER INCOME RENTAL ASSISTANCE CERTIFICATES:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
HUD SECTION 8 LOWER INCOME RENTAL ASSISTANCE VOUCHERS:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
HUD SECTION 8 NEW CONSTRUCTION/SUBSTANTIAL REHABILITATION:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
HUD SECTION 8 MODERATE REHABILITATION:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
HUD SECTION 8 RENTAL REHABILITATION:					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5
FARMERS HOME ADMINISTRATION (515 Rental Assistance)					
Persons Alone (AGED)	1	2	3	4	5
Persons Alone (NON-AGED)	1	2	3	4	5
Couples Without Children	1	2	3	4	5
Families With Less Than 5 Children	1	2	3	4	5
Families With 5 Or More Children	1	2	3	4	5

****

VII. NEEDS OF THE HOMELESS:

****

22. In order to become self sufficient, what would the average adult homeless person in your community need? (RANK IN ORDER OF IMPORTANCE WITH ONE (1) BEING MOST IMPORTANT TO TWENTY (20) BEING LEAST IMPORTANT)

_____Jobs Which Also Provide Employee Health Insurance
_____Job Training
_____Job Retraining
_____Personal Job Skills Assessment and Counseling
_____Mental Health Counseling
_____Improved Health
_____More Education
_____Alcohol Treatment
_____Drug Abuse Treatment
_____A Case Manager
_____Obtain a G.E.D.
_____Rental Assistance Program
_____Affordable Public Housing
_____Affordable Private Housing
_____More Minimum Wage Jobs
_____More Full-Time Jobs
_____Employer Based Child Day Care
_____State Subsidized Child Day Care
_____Higher Government Benefit Payment
_____More Community Job Creation
_____Other (DESCRIBE)_____
_____ _____
_____ _____

23. Which of the following services are <u>not</u> available in your county to the average homeless person? (CHECK ONLY IF NOT AVAILABLE)

_____Jobs Which Also Provide Employee Health Insurance
_____Job Training
_____Job Retraining
_____Personal Job Skills Assessment and Counseling
_____Mental Health Counseling
_____Improved Health
_____More Education
_____Alcohol Treatment
_____Drug Abuse Treatment
_____A Case Manager
_____Obtain a G.E.D.
_____Rental Assistance Program
_____Affordable Public Housing
_____Affordable Private Housing
_____More Minimum Wage Jobs
_____More Full-Time Jobs
_____Employer Based Child Day Care
_____State Subsidized Child Day Care
_____Higher Government Benefit Payment
_____More Community Job Creation
_____Other (DESCRIBE)_____
_____ _____
_____ _____

24. What is your best estimate of the largest number of homeless people on any given night last calendar year (1986) for which no shelter was available in your county? (FILL IN ACTUAL NUMBER)

_____

****

VIII. RECOMMENDATIONS:

****

25. Is there any specialized technical assistance that would improve your agency's ability to assist the homeless other than increased funding? (CHECK YES OR NO) (FOR EXAMPLE, GRANT WRITING, VOLUNTEER TRAINING, ETC.)

_____No
_____Yes,(DESCRIBE AS SPECIFIC AS POSSIBLE)_____
_____
_____
_____

26. What single action do you think would do the most to prevent homelessness in Kentucky?
(PLEASE BE AS SPECIFIC AS POSSIBLE)

_____
_____
_____
_____

27. COMMENTS: _____
_____
_____
_____

****

IX. FOOD KITCHENS:

****

28. Does your agency operate a food kitchen for the homeless? (CHECK ONE)

_____ Yes

_____ No (IF NO GO NEXT TO QUESTION NO. 38)

29. Which of the following meals does your agency usually serve to the homeless? (CHECK AS MANY AS APPLY)

_____ Breakfast

_____ Lunch

_____ Supper

30. On average, how many days per week does your agency provide each of the following meals? (CHECK ONLY ONE NUMBER PER MEAL LISTED)

	Breakfast	Lunch	Supper
Do not serve.....			
One Day.....			
Two Days.....			
Three Days.....			
Four Days.....			
Five Days.....			
Six Days.....			
Seven Days.....			

31. For each of the four months listed below, how many persons received each of the listed meals at your food kitchen? (FILL IN ACTUAL NUMBER OF PERSONS SERVED. IF YOU SERVED NO ONE, WRITE IN THE NUMBER ZERO "0")

	Breakfast	Lunch	Supper	Total Number Served
June 1986.....				
November 1986.....				
February 1987.....				
June 1987.....				

32. Do persons eating at your food kitchen usually: (CHECK YES OR NO)

Yes	No	
____	____	Make a payment toward the cost of the meal?
____	____	Use food stamps to purchase the meal?
____	____	Perform some work in exchange for the cost of the meal?
____	____	Receive free meals with no questions asked?
____	____	Are asked if they are homeless?

33. For January 1 through June 30, 1987, on the average what percentage of persons eating at your food kitchen were: (FILL IN ACTUAL NUMBER)

_____% Men alone

_____% Women alone

_____% Children alone (under age 19)

_____% Women with children

_____% Two parent families

34. Has your food kitchen been approved by the state (CHR) and the U.S. Food and Nutrition Services (FNS) to accept food stamps? (CHECK ONE)

_____Yes

_____No

_____No, but the agency has applied for approval, but has not been notified as of yet.

IF YOU OPERATE A HOMELESS SHELTER PLEASE CONTINUE, IF NOT STOP HERE AND PROMPTLY RETURN THE HOMELESS SURVEY FORM. THANK YOU FOR YOUR TIME AND ASSISTANCE.

****

X. SHELTER:

****

35. Does your agency provide shelter services for the homeless? (CHECK ONE)

_____ Yes

_____ No (If No, Please stop here and return the Homeless Survey Form THANK YOU)

36. What type of shelter does your agency operate? (CHECK AS MANY AS APPLY)

_____ Day Shelter

_____ Night Shelter

_____ Short-Term Transitional Shelter (Person can stay at shelter up to 3 months)

_____ Long-Term Transitional Shelter (Person can stay at shelter 3 - 12 months)

_____ Other (describe)

_____

37. What is the bed capacity of each Shelter operated by your agency?
(FILL IN ACTUAL NUMBER. IF THERE ARE NO BEDS, WRITE IN THE NUMBER ZERO "0")

Type of Homeless	Night Shelter	Short-Term Transitional Shelter	Long-Term Transitional Shelter	Other Type of Shelter as Described in Question Number 36
Men Alone.....				
Women Alone.....				
Minors Alone.....				
Women with Children				
Two Parent Families				
Total Number of Beds				

38. For each of the four months listed below, how many homeless persons did your agency serve for each time period? (FILL IN THE UNDUPLICATED NUMBER FOR EACH MONTH)

	Day Shelter	Night Shelter	Short-Term Transitional Shelter	Long-Term Transitional Shelter	Other as Described in Q. No. 36	Total Number of Persons Served by all Shelters
June 1986.....						
November 1986...						
February 1987...						
June 1987.....						

39. For January 1 through June 30, 1987, did your agency turn anyone away who requested shelter? (CHECK ONE)

_____ Yes

_____ No (If "NO", continue to question number 42)

40. For January 1 through June 30, 1987, what was the number of homeless persons seeking shelter who were turn away for any of the following reasons? (FILL IN ACTUAL NUMBER BY TYPE OF SHELTER OPERATED)

Reason	Day Shelter	Night Shelter	Short-Term Transitional Shelter	Long-Term Transitional Shelter	Other Shelter as Described in Question No. 36
Lack of bed space.....					
Alcohol Intoxication..					
Drug Intoxication.....					
Mental Illness.....					
Mental Retardation....					
Would not seek job....					
General Health Status.					
Physical Disability...					
Chronic Homeless.....					
Minor Child.....					
Disruptive Behavior...					
Other (describe)					
_____					
_____					
_____					
Total Turned Away.....					

41. Has your shelter been approved by the state (CHR) and the U.S. Food and Nutrition Services (FNS) so that you may accept food stamps?

_____Yes

_____No

_____No, however, the agency has applied for approval but as of yet has not been notified.

42. COMMENTS:_____

_____

_____

_____

We Thank you for your assistance and promptly returning the HOMELESS SURVEY FORM.
4613

APPENDIX 2

Comparison of the Number of Agencies Surveyed
To the Number of Responding Agencies Providing Services to the Homeless
-By County-

COUNTY	NO. OF AGENCIES SURVEYED	NO. OF AGENCIES RESPONDING
Adair	4	1
Allen	3	1
Anderson	1	
Ballard	3	
Barren	4	1
Bath	3	1
Bell	6	
Boone	3	
Bourbon	3	1
Boyd	5	2
Boyle	4	
Bracken	2	
Breathitt	3	1
Breckinridge	1	
Bullitt	3	
Butler	3	1
Caldwell	4	1
Calloway	7	
Campbell	6	1
Carlisle	2	1
Carroll	1	1
Carter	5	2
Casey	4	
Christian	7	
Clark	3	
Clay	6	1
Clinton	4	1
Crittenden	3	
Cumberland	3	1
Daviess	6	1
Edmonson	3	2
Elliott	2	
Estill	3	
Fayette	16	10
Fleming	1	
Floyd	8	1
Franklin	5	1
Fulton	7	
Gallatin	1	
Garrard	4	
Grant	1	
Graves	7	1
Grayson	7	
Green	2	
Greenup	6	
Hancock	2	
Hardin	6	2
Harlan	3	
Harrison	3	1
Hart	3	1
Henderson	6	2
Henry	4	1
Hickman	3	
Hopkins	7	
Jackson	5	1
Jefferson	49	15
Jessamine	2	
Johnson	2	
Kenton	18	9
Knott	6	
Knox	4	1
Larue	1	
Laurel	4	
Lawrence	4	
Lee	4	
Leslie	3	
Letcher	8	2
Lewis	4	1
Lincoln	1	
Livingston	2	
Logan	2	
Lyon	3	
McCracken	15	4
McCreary	4	
McLean	3	
Madison	9	2
Magoffin	2	
Marion	4	
Marshall	10	1
Martin	4	1
Mason	3	
Meade	3	1
Menifee	5	
Mercer	4	2
Metcalfe	3	1
Monroe	4	1
Montgomery	4	
Morgan	4	
Muhlenberg	6	1
Nelson	2	
Nicholas	2	1
Ohio	3	1
Oldham	3	1
Owen	1	
Owsley	2	
Pendleton	2	
Perry	5	
Pike	6	2
Powell	2	
Pulaski	7	2
Robertson	2	1
Rockcastle	5	1
Rowan	2	
Russell	2	
Scott	3	1
Shelby	3	1
Simpson	3	1
Spencer	5	
Taylor	1	
Todd	2	1
Trigg	2	
Trimble	3	
Union	1	
Warren	8	3
Washington	2	
Wayne	4	
Webster	3	1
Whitley	6	1
Wolfe	3	
Woodford	3	1
GRAND TOTAL	529	104

APPENDIX 3

Number of Homeless Persons Served by ALL Respondent Agencies In Calendar Year 1986 and Jan-June 1987 -By Area Development District-

AREA DEVELOPMENT DISTRICT:	TOTAL NUMBER SERVED			AVERAGE MONTHLY NUMBER SERVED	
	1986	1987 Jan-June	*1987	1986	1987 Jan-June
Barren River	1,626	698	1,396	135	116
Big Sandy	468	125	250	39	21
Bluegrass	3,417	2,380	4,760	285	396
Buffalo Trace	60	53	106	5	9
Cumberland Valley	2,213	1,783	3,566	184	297
Fivco	691	421	842	57	70
GateWay	15	17	34	1	3
Green River	1,099	658	1,316	92	109
Kentuckiana	14,083	9,211	18,422	1,174	1,535
Kentucky River	499	255	510	42	43
Lake Cumberland	277	300	600	23	50
Lincoln Trail	235	194	388	20	32
Northern Kentucky	8,713	5,327	10,654	726	888
Pennyrile	15	3	6	1	1
Purchase	696	347	694	58	58
TOTAL	34,112	21,772	43,544	2,842	3,628

*Estimated

APPENDIX 4

Number of Homeless Persons Served in Shelters In Calendar Year 1986 and Jan-June 1987 -By Area Development District-

AREA DEVELOPMENT DISTRICT:	TOTAL NUMBER SERVED			AVERAGE MONTHLY NUMBER SERVED	
	1986	1987 Jan-June	*1987	1986	1987 Jan-June
Barren River	946	503	1,006	79	84
Big Sandy	200	125	250	17	20
Bluegrass	2,634	1,640	3,280	219	273
Buffalo Trace	60	53	106	5	9
Cumberland Valley	320	384	768	23	64
Fivco	629	370	740	56	62
GateWay**	0	0	0	0	0
Green River	781	344	688	65	57
Kentuckiana	13,164	8,582	17,164	1,097	1,430
Kentucky River	374	196	392	31	33
Lake CumberLand	236	130	260	20	22
Lincoln Trail	215	179	358	18	30
Northern Kentucky	8,283	5,010	10,020	690	835
Pennyrile	15	3	6	1	0.5
Purchase	180	90	180	15	16
TOTAL	28,037	17,609	35,218	2,336	2,934

*Estimated
**Gateway had no shelter respondents

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APPENDIX 5

CHARACTERISTICS OF THE HOMELESS POPULATION BY AREA DEVELOPMENT DISTRICT

In the following analysis of the vulnerability charactertics of the homeless population by area development district please note:

The figures and percentages are based on the response of the service provider on the question in the Kentucky Homeless Survey Instrument eliciting information on the characteristics of the homeless population served. All respondents in a particular area development district may have not provided data. Therefore, this data is only representative of the homeless population served by the question respondents, the number of which is indicated on each table.

Also, only the charactertics representative of the homeless population for the area development district are listed in the tables.

As a final note, in a comparison of one area development district to another, it is **imperative** that the comparison is of the actual number of the homeless population exhibiting a characteristic, not the percentage of the homeless population within that particular area development district.

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION IN BARREN RIVER AREA DEVELOPMENT DISTRICT (N = 7)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**64**	**43%**
ALCOHOLIC	14	9%
EVICTED RENTER	2	1%
FOOD STAMP RECIPIENT	**76**	**51%**
AFDC RECIPIENT	58	39%
PHYSICALLY DISABLED	8	5%
SSI RECIPIENT	6	4%
PHYSICALLY ILL	18	12%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	2	1%
DRUG ADDICT	2	1%
PRISON OR JAIL RELEASE	**97**	**65%**
PSYCHIATRIC FACILITY RELEASE		
MENTALLY RETARDED	2	1%
VETERANS PENSION RECIPIENT	2	1%
VIETNAM VETERAN	1	1%
MIGRANT OR SEASONAL WORKER	3	2%
CHRONICALLY MENTALLY ILL	8	5%
VETERAN (NON-VIETNAM)	1	1%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	6	4%
FARM FORECLOSURE	1	1%

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SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **BIG SANDY AREA DEVELOPMENT DISTRICT**
(N = 1)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**63**	**50%**
EVICTED RENTER	38	30%
FOOD STAMP RECIPIENT	**100**	**80%**
AFDC RECIPIENT	25	20%
SSI RECIPIENT	13	10%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	6	5%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	12	10%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **BLUE GRASS AREA DEVELOPMENT DISTRICT**
(N = 11)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	220	13%
ALCOHOLIC	**314**	**18%**
DOMESTIC VIOLENCE VICTIM	16	1%
EVICTED RENTER	83	5%
FOOD STAMP RECIPIENT	124	7%
AFDC RECIPIENT	21	1%
PHYSICALLY DISABLED	106	6%
SSI RECIPIENT	14	1%
PHYSICALLY ILL	4	.2%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	25	1%
DRUG ADDICT	**208**	**12%**
PRISON OR JAIL RELEASE	12	1%
PSYCHIATRIC FACILITY RELEASE	39	2%
VETERANS PENSION RECIPIENT	3	.1%
VIETNAM VETERAN	51	3%
MIGRANT OR SEASONAL WORKER	**234**	**14%**
CHRONICALLY MENTALLY ILL	142	8%
VETERAN (NON-VIETNAM)	51	3%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	4	.2%

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SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **CUMBERLAND VALLEY AREA DEVELOPMENT DISTRICT**
(N = 2)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**951**	**66%**
ALCOHOLIC	499	35%
DOMESTIC VIOLENCE VICTIM	447	31%
EVICTED RENTER	273	19%
FOOD STAMP RECIPIENT	**1380**	**96%**
AFDC RECIPIENT	387	27%
PHYSICALLY DISABLED	**1193**	**83%**
SSI RECIPIENT	**1196**	**83%**
PHYSICALLY ILL	974	68%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	632	44%
DRUG ADDICT	139	10%
PRISON OR JAIL RELEASE	42	3%
PSYCHIATRIC FACILITY RELEASE	14	1%
MENTALLY RETARDED	111	8%
VETERANS PENSION RECIPIENT	361	25%
VIETNAM VETERAN	180	13%
MIGRANT OR SEASONAL WORKER	42	3%
CHRONICALLY MENTALLY ILL	42	3%
MENTAL RETARDATION FACILITY RELEASE	14	1%
VETERAN (NON-VIETNAM)	111	8%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	602	42%
FARM FORECLOSURE	111	8%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **FIVCO AREA DEVELOPMENT DISTRICT**
(N = 3)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**264**	**69%**
DOMESTIC VIOLENCE VICTIM	33	9%
EVICTED RENTER	33	9%
FOOD STAMP RECIPIENT	**317**	**83%**
AFDC RECIPIENT	**312**	**82%**
SSI RECIPIENT	66	17%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	51	13%
MIGRANT OR SEASONAL WORKER	7	2%
CHRONICALLY MENTALLY ILL	16	4%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	66	17%

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SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **GREEN RIVER AREA DEVELOPMENT DISTRICT**
(N = 5)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	114	17%
ALCOHOLIC	75	11%
DOMESTIC VIOLENCE VICTIM	30	5%
EVICTED RENTER	16	2%
FOOD STAMP RECIPIENT	**360**	**55%**
AFDC RECIPIENT	**257**	**39%**
PHYSICALLY DISABLED	55	8%
SSI RECIPIENT	28	4%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	7	1%
PRISON OR JAIL RELEASE	15	2%
MIGRANT OR SEASONAL WORKER	30	5%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	15	2%
FARM FORECLOSURE	111	8%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **KENTUCKIANA REGIONAL PLANNING DEVELOPMENT AGENCY**
AREA DEVELOPMENT DISTRICT
(N = 3)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**26**	**48%**
ALCOHOLIC	1	2%
EVICTED RENTER	5	9%
FOOD STAMP RECIPIENT	**22**	**42%**
AFDC RECIPIENT	10	20%
SSI RECIPIENT	7	12%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	7	12%
VETERANS PENSION RECIPIENT	7	12%

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SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **KENTUCKY RIVER AREA DEVELOPMENT DISTRICT**
(N = 1)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**6**	**100%**
FOOD STAMP RECIPIENT	3	50%
AFDC RECIPIENT	**5**	**75%**
SOCIAL SECURITY RECIPIENT (AGED-BASED)	2	25%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	.3	5%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **LAKE CUMBERLAND AREA DEVELOPMENT DISTRICT**
(N = 1)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**126**	**97%**
ALCOHOLIC	13	10%
DOMESTIC VIOLENCE VICTIM	4	3%
DRUG ADDICT	12	9%
PRISON OR JAIL RELEASE	1	1%
PSYCHIATRIC FACILITY RELEASE	3	2%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **LINCOLN TRAIL AREA DEVELOPMENT DISTRICT**
(N = 1)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**38**	**44%**
EVICTED RENTER	**76**	**88%**
FOOD STAMP RECIPIENT	14	16%
AFDC RECIPIENT	7	8%
PHYSICALLY DISABLED	7	8%
PRISON OR JAIL RELEASE	3	4%
VIETNAM VETERAN	3	4%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	3	4%

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SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **NORTHERN KENTUCKY AREA DEVELOPMENT DISTRICT**
(N = 8)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**3286**	**88%**
ALCOHOLIC	**2385**	**64%**
DOMESTIC VIOLENCE VICTIM	1797	48%
EVICTED RENTER	1495	40%
FOOD STAMP RECIPIENT	**3488**	**93%**
AFDC RECIPIENT	393	11%
PHYSICALLY DISABLED	178	5%
SSI RECIPIENT	71	2%
PHYSICALLY ILL	59	2%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	322	9%
DRUG ADDICT	779	21%
PRISON OR JAIL RELEASE	756	20%
PSYCHIATRIC FACILITY RELEASE	761	20%
MENTALLY RETARDED	74	2%
VETERANS PENSION RECIPIENT	308	8%
VIETNAM VETERAN	317	9%
CHRONICALLY MENTALLY ILL	113	3%
SOCIAL SECURITY RECIPIENT (NON-AGED-BASED)	134	4%

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **PENNYRILE AREA DEVELOPMENT DISTRICT**
(N = 1)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**3**	**100%**

SPECIAL CHARACTERISTICS OF THE HOMELESS POPULATION
IN **PURCHASE AREA DEVELOPMENT DISTRICT**
(N = 4)

CHARACTERISTIC:	NUMBER	PERCENT OF HOMELESS
WITHOUT INCOME	**221**	**86%**
ALCOHOLIC	**131**	**51%**
DOMESTIC VIOLENCE VICTIM	26	10%
EVICTED RENTER	63	24%
FOOD STAMP RECIPIENT	75	29%
AFDC RECIPIENT	75	29%
PHYSICALLY DISABLED	6	2%
SSI RECIPIENT	31	12%
SOCIAL SECURITY RECIPIENT (AGED-BASED)	31	12%
DRUG ADDICT	125	49%
PRISON OR JAIL RELEASE	125	49%
MENTALLY RETARDED	6	2%
VETERANS PENSION RECIPIENT	1	1%
MIGRANT OR SEASONAL WORKER	125	49%

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APPENDIX 6

Federal Laws Pertaining to Homelessness

P.L. 100.06	Emergency Food and Shelter Program Makes emergency foods available for the fiscal year ending September 30, 1987 for the Emergency Food and Shelter Program administered through the Federal Emergency Management Agency.
P.L. 99-570	Omnibus Anti-Drug Bill greatly expanded food stamp, medicaid health coverage, job training and other welfare benefits to homeless individuals with no fixed address.
P.L. 99-591	Provided $85 million in fiscal year 1987 of homeless aid with the passage last year of the continuing appropriations bill. Of that amount $70 million was for the Emergency Food and Shelter Program operated by the Federal Emergency Management Agency. $15 million was for Emergency Shelter Grants and Transitional Housing administered by the Department of Housing and Urban Development.
P.L. 100-77	Stewart B. McKinney Homeless Assistance Act authorized $442.7 million in FY 1987 and $556 million in FY 1988 to provide assistance to protect and improve the lives and safety of the homeless with special emphasis on elderly persons, handicapped persons and families with children.

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APPENDIX 7

HOMELESSNESS

Proposed Federal Legislation

House	Senate	Joint	Description	Introduced	STATUS Pending	Lost	Enacted	Comments
	S. 477		To assist homeless veterans and their families by authorizing the Administrator of Veteran's Affairs to transfer or lease certain properties to non profit entities for use as shelters by requiring the Administrator to conduct a pilot program of activities to assist homeless veterans to report on outreach services to such veterans and to conduct a pilot program of contract community-based residential care for homeless veterans suffering from chronic mental illness disabilities and by extending the Veterans' Job Training Act and expanding homeless veterans eligibility thereunder to provide for a one year postponement of the transition period for the Vietnam-era veterans readjustment counseling program and related reports.		Pending in the House Veterans Committee. Passed the Senate March 1987 (7/9/87)			
H.R. 177			This bill would amend the Food Stamp Act of 1977 and Temporary Emergency Food Assistance Act of 1983 to expedite and expand the provisions of emergency food to the homeless.		Pending in the House			
	S. 809		This bill would provide urgently needed assistance to protect and improve the lives and safety of the homeless.			X		The Senate passed HR 588 in lieu of this measure (4/87)
	S. 436		This bill would provide emergency housing for the homeless through: (1) Emergency Housing Grants; (2) Transitional Housing Demonstration Programs; and, (3) Emergency Shelter Grants Program.		Pending in the Senate Banking Committee, no activity as of 7/9/87.			

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HOMELESSNESS

Proposed Federal Legislation

House	Senate	Joint	Description	STATUS: Introduced	Pending	Lost	Enacted	Comments
H.R. 558			This bill would provide urgently needed assistance to protect and improve the lives and safety of the homeless, with special emphasis on families and children. Passed the House March 9, 1987 and the Senate April 9, 1987.				X	
			This bill is aimed at preventing homelessness and to provide a comprehensive aid package for homeless persons, involving: (1) Emergency Relief for the Homeless; (2) Prevention of Homelessness; and (3) increased Low-Income Housing.		This bill has been referred to five house committees, none of which have taken any action.			This is a $4 billion measure focused on long term solutions. Major emphasis is being placed on this bill and H.R. 558
H.R. 290			This bill would aid in preventing homelessness by eliminating unnecessary evictions and increasing the supply thereof with emphasis upon prevention of homelessness among disabled and institutionalized persons.		Pending in the House Banking Committee, no action has been taken to date (7/9/87).			

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APPENDIX B

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	RECOMMENDATIONS
CALIFORNIA	Review of literature; Telephone Survey to Service Providers; and Field Visits.	April 1985	The homeless population of the state.	Department of Housing and Community Development.	Factors contributing to homelessness: Shortage of housing affordable to lower income persons. Effects of unemployment on the marginal work force. Deinstitutionalization of the mentally ill. Breakdown of traditional social structure and relationships. The homeless population is diverse and the people who make up this population have a wide range of individual problems and needs which do not appear to lend themselves to a solution based on a single uniform state programs. These needs can best be provided for at the local level and with the cooperation of federal and state agencies.	Legislation should be enacted to establish the Family Violence Program. Continued funding for the Emergency Shelter Program in the amount of $5 million for FY 1985-86. Local governments make adequate provisions for emergency and transitional housing within their jurisdictions. Local governments adopt and enforce reasonable standards for shelter construction, rehabilitation and operation. Upgrade existing shelter. Development of services to target populations. Use of available surplus state resources. Encourage financial contributions from private foundations. The development of a network of constituency groups at the local level which would coordinate private and voluntary services for the homeless. Establish multidisciplinary prog in Centers. Establish the Family Violence Program. The Administration will recommend legislation be enacted to establish the Family Violence Program as proposed in the Governor's criminal justice legislative package. Emergency/Transitional Housing. The Administration will recommend continued funding for the Emergency Shelter Program in the amount of $5 million for FY 1985-86. Location of Emergency/Transitional Housing. The Administration will recommend that local governments make adequate provision for emergency and transitional housing within their jurisdictions. Shelter Standards. Recommend that local governments adopt and enforce reasonable standards for shelter construction, rehabilitation and operation.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
ARIZONA	Public Hearings and Survey of Services.	August 1986 thru February 1987.	The homeless population of the state.	State mandated study conducted by the legislative staff.	Approximately 10,000 to 12,000 unduplicated people will pass through the shelter services. 40% are employable. 20% are severely Mentally Disturbed. 20% Substance Abusers 5% Socially Maladjusted 8,000 - 10,000 estimated homeless statewide. Increasing number of homeless families. CAUSES OF HOMELESSNESS: *Lack of affordable housing *Destruction of SRO's and low cost of housing in urban development areas. *Increasing unemployment in other parts of the nation draw people to Arizona because of its low unemployment. *Inadequate public entitlements. *Release of institutionalized mentally ill patients without adequate community residential placements.	That the line item for shelter for the homeless in the Department of Economic Security Policy and Planning budget be increased to $500,000 from $235,000. That the Legislature pass the Escrow Trust Fund bill in order to fund shelter operations, affordable housing and the state housing authority. Create a state-level Planning Commission on the Homeless consisting of city, county, state agencies, legislative and governor's office representative, along with private sector delegates, to act as a planning and coordinating body for homeless programs. Consider legislation to allow exemptions of spending limits by local entities that want to spend money on homeless programs. Consider legislation to allow exemptions of spending limits by local entities that want to spend money on homeless programs. Consider legislation to direct the utility deposit funds in the state to be spent on programs for the homeless.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
FLORIDA	State and national literature review; On-site visits; and case studies on homeless individuals.	June 1, 1985	The homeless population of the state.	Statewide Task Force on Homeless.	The average age of the homeless is down to mid-thirties from mid-fifties of the past. 15-25% are women 30-40% are minorities. 20-30% are in family groups. 50-60% remain in a single city for one or more years. 1/2 to 2/3 have completed high school. 25 35% have attended college. CAUSES OF HOMELESSNESS: *Poverty *Unemployment outside the state of Florida and the lure of employment for unskilled and semi-skilled individuals. *A resource deficient system for providing residential and non-residential community mental health services. *Alcholism and Drug Abuse *Acute and severe shortage of low income housing. *Domestic violence and abuse of women. *Runaway Youth *Federal Immigration Policies *Lack of available low cost housing for farmworkers.	A program providing emergency, financial assistance to needy families with children should be established. The State of Florida should implement an Aid to Families with Dependent Children Unemployed Parent Program. A state grant in-aid program to help local communities assist the homeless should be established. Initiatives to promote self-sufficiency among those foster children who may be living independently upon attainment of age 18 should be developed. To help prevent the conditions of mental deterioriation that can result in homelessness, a therapeutic overlay for mentally ill residents of adult congregate living facilities (ACLFs) should be developed. A statewide system of specialized case management services for the homeless population should be developed. Recommendations of the Statewide Task on Runaways should be implemented in that they directly impact on the incidence of homelessness among the youthful population. A community based mental health deinstitutionalization project in support of mentally ill persons who are also substance abusers. Support for and expansion of HRS mental health deinstitutionalization initiatives (ARTS and GRTS) as important meansures for the prevention of homelessness among the mentally ill population. Sufficient appropriations should be made available to ensure that by 1995 Florica will have enough low income housing to provide that households within the lowest income quartile will spend no more than 30 percent of their income on housing.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
ILLINOIS		May 1986	The homeless population of the state.	Statewide Task Force on Homeless Families.	Homelessness is a critical problem throughout the state of Illinois, especially in urban areas. The traditional sterotype of homeless people, as transient older males who live in the street by choice, no longer holds true. The homeless population now includes alarming numbers of families with children, younger men and women, senior citizens and youth. Many of them are homeless because their income has not kept pace with the cost of meeting their basic needs. Many homeless individuals also have special needs relating to mental illness, substance abuse and the effects of long-term incarceration or institutionalization. There is no comprehensive and effective service delivery system. The present system does not meet the needs of the homeless. It is essential that government at all levels acknowledge the problems of the homeless within their jurisdiction and participate in working toward solving them.	Research should be conduced which assists in the planning of reliable intervening services. Research efforts should reflect the statewide prevalence of the problem of homelessness. The Governor's Task Force on Housing should generate a state policy for specifically addressing this issue. An entity in state government should be charged with responsibility for dealing with low income housing policies and programs. Legislation should be passed mandating municipalities and local governments to include in their development plans provisions for replacement of low income housing units destroyed as a result of renewal projects. Preservation and rehabilitation of single room occupancy. Construct newly low-income housing. The state of Illinois must take a leadership role to ensure that the needs of homeless people are met. There is a critical need for an agency to coordinate, lead and intergrate the delivery of services. More attention should be devoted to the underlying causes that precipitate homelessness.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
MARYLAND	Review of Records.	December 1986	The homeless population of the state.	Maryland Legislature.	Population - 60% were under the age of 40. Fewer than 10% were were over 65. The shelter inhabitants were primarily men, but the number of females is increasing 3.5 to 1. The number of minorities is greater than in the past. The percentage of blacks to white is equal. There are an increasing number of mentally ill among the homeless ranks. 25-33% are mentally ill. Less than half of the shelter inhabitants were high school graduates. 16% of those surveyed were under 18. 50% of these people were preschool age. 61% have never been married and tended to be aliendated from their families. The homeless are usually not transients. There is a higher level of criminal activity among the homeless, and they are also more likely to be victims. CAUSES OF HOMELESS: Economics Personal Crisis Deinstitutionalization	Mental Health Care money for state hospitals should be reallocated to community-based facilities. State Department of Health and Mental Hygiene should assume primary responsibility for providing health and mental care to the homeless. Money should be provided to fund transitional and emergency shelters.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
MARYLAND	Review of previously conducted studies; newspaper articles; Testimony: Obtained data from surveys and roundtable discussions; Survey conducted.	August 1986	The homeless population of the state.	Department of Human Services.	Agency Survey Complication of Data: Age- 22% - 17 years old 36% 18-30 years old 34% 31-60 years old 8% 61+ years Race- 48% Balck 49% White Sex- 64% Male 36% Female CAUSES OF HOMELESS: 28% Unemployment 24% Eviction 16% Domestic Violence 14% Deinstitutionalization Mental Health 6% Correctional Release Average Number of Homeless turned away from shelter is 189. 60% of the homeless were located in suburban or rural areas. 68% of shelter funding is through the private sector.	To expand resources for the prevention of homelessness and investigate possible changes in policies contributing to homelessness. To develop a strong emergency response to homelessness throughout the state. To significantly expand the supply of transitional housing for those homeless people who need time and assistance stabilizing their lives and establishing their independence. To substantially increase the variety and availability of supportive housing for homeless people with special needs. To develop an adequate supply of low cost housing and a rental assistance program to meet the permanent housing needs of homeless and potentially homeless persons. To augment the capability of the state to provide case management services to homeless persons. To promote self sufficiency for homeless and potential homeless people through job training and employment programs, legal counseling, transportation services and day care. To improve the effectiveness of community based programs providing medical and psychiatric services for homeless and potentially homeless people. To foster cooperation and coordination among all levels of governmen and all responsible state agencies, business and community organizations concerned with homelessness and related issues.

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STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
MASS.	Resource Literature	1985	The homeless population of the state.	Mental Health Association.	80/20 split between males and females. The population is growing younger - the average age is 34 years. More than 50% have a high school education. As many as 15% have attended college. Between 35-50 percent have major physical health problems created by or exacerbated by the condition of homelessness. Estimates are that between 30 and 40 percent have problems with alcohol abuse. Estimates are that approximately 20-40 percent suffer from mental illness. 72% are without any financial resources. CAUSES: *Urban Renewal *Housing shortage-of adequate intervene-and appropriate low-income housing. *Shift in labor trends. *Reduction in public benefits. *Deinstitutionalization of poor alcoholics and mentally ill people from their various places in the social welfare system.	Raise AFDC and GR assistance to the federal poverty level, building on the laudable nine percent cost of living adjustment provided to recipients last year. Provide rent supplement of 25 to 100 dollars per month on a sliding income scale to AFCD and GR recipients. Maintain full funding of the Emergency Relief programs, serving families and individuals. Increase the numbers of tenant advocates case and case managers in the services agencies to ensure adequate and continuous levels of support to high risk clients. Fund new housing certificates under the EOCD Section 707 Program targeted to high risk individuals and families. Expand emergency shelter capacity for individuals, particularly for those with continuous health and social service needs. Expand adequacy of staff resources to handle emergencies in on-site medical clinics. Expand mobile treatment capacity. Expand mental health consultation and education services to shelters. Promote rapid implementation of DPW's innovative Homeless Emergency Response System which has capacity to provide emergency and cash assistance benefit checks. Expand DSS case aides assigned to serve families in hotels and motels. Case aide services should focus on securing improved shelter accommodations, financial assistance, family counseling, day and camp care and permanent housing relocation. Ensure the availability of case managers to all homeless persons with acute or sustaining mental disabilities. Aggressively expand the successful Employment and Training Program to address the special needs of homeless people. Develop supports in shelters and within the ET Program which permit sustained participation, despite the conditions of homelessness.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
St. Louis MISSOURI	Observations and informal interviews.	1983-84	The homeless population of St. Louis.	Department Mental Health.	Average age is 30.5. 2/3s were racial minorities 77% were from a lower socio-economic background. 95% were single, separated or divorced. 1/3 of the homeless had dependent children. The homeless were 3.3 times more likely to experience extremely high levels of life crisis. 1/2 have been homeless more than once. Length of homeless - 1/2 homeless continuously for three or less months. 1/4 had been homeless for more than two years. Men tended to be homeless for far longer periods of time than women. Mental Health - 1/4 of all homeless people had been hospitalized at least once for mental problems; in 73.8% of these cases, hospitalization for mental problems preceded initial homelessness. Unmet Needs of the Homeless: *Permanent Housing *Employment Assistance *Financial Assistance *Job Training *Physical Safety *Physical Health *Food *Clothing *Greater Social Support	The entire social service system for the homeless needs to be greatly strengthened. Additional resources at the federal, state and local level need to be committed to developing specialized services for the homeless: Stable Housing Employment Job Training Financial Assistance Shelter needs to be supplemented by improved and expanded services for physical health problems, clothing, food, physical safety and social support. Additional treatment services for substance abuse problems.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
MISSOURI	Discussions with knowledgeable observers from across the state; Committee Hearings;	January 1986	The homeless population of the state.	Social Services and Medicaid Interim Committee on the Homeless.	Homeless into three categories: Those afflicted by chronic personal crisis. Those suffering from adverse economic conditions and lack of of low-income housing. Average age of homeless is 30. CAUSES OF HOMELESS: Unemployment Traumatic Personal Crisis Mental Illness Alcohol or Drug Abuse Cut in Government Benefits A Depressed Agricultural Sector.	The state should provide a subsidy to persons interested in developing single room occupancy housing for the homeless. The state should subsidize the cost of health care provided to the homeless on a matching funds basis with political subdivisions. Because of reduction in federal support for the federal Legal Service Program, which provides legal assistance to low-income persons, the state should respond to the need for adequate legal representation. Private law firms should be allowed and encouraged to contract with the state within the limits of appropriations, to provide legal services for the homeless. Local governments and private services providers cooperate to establish a centralized souce of information regarding services available for the homeless in a particular area. Publicity - Fear of and ignorance about the homeless can only harm governmental ability to respond to the problem. Public understanding of homelessness will generate increased community support for the programs that will help alleviate this social ill.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
MISSOURI		1985	The homeless population of the state.	Missouri's Task Force on Survival.	Homelessness means being involuntarily without a permanent dwelling and the absence of social ties which emanate from a home. Homelessness is the end result of things that go wrong in a person's life or of forces beyond his control. The homeless can be anyone; they do not fit into any neat profile. Average age is thirty. About three fourths of those requesting shelter are women. The most common household unit is a woman with two children; about half of the homeless are children. Two thirds are racial minorities. Most of the homeless are very poor with no income at all. Found a rising incidence of homelessness in rural areas. CAUSE: Structural changes in the economy. Deinstitutionalization. Lack of affordable housing. Personal or Family Crisis. Cutting of social programs and and benefits. Obstacles to receive public assistance.	Establish by law a state entity to monitor and document changing social circumstances that require either intervention or retrenchment of government services. Require by law that the Department of Mental Health assume responsibility for the treatment and case management of the homeless mentally ill. Review and change those policies and practices that prevent eligible and needy people from receiving appropriate services in a timely, humane fashion. Fund the Emergency Financial Assistance Program with $1 million in state and $1 in federal funds. Impose stricter responsibility on developers for relocating people to comparable housing. Establish low interest, loan guaranteed program for landlords who repair and rehabilitate low income housing. Shelters and services in shelters are needed throughout the state. The state and local governments must take more responsibility for increasing access to existing housing and increasing the housing stock. Provide safety net benefits to low income single people in Missouri. Strengthen jobs, health, education and public assistance programs that symbolize our commitment to Missouri's people!

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
N. JERSEY	Literature review and evaluation of Data from Shelters.	April October 1985	The homeless population of the state.	Governor's Task Force on the Homeless.	State that there was no doubt that the major cause of the increasing numbers of homeless is the lack of adequate and affordable housing. It was found that guests in shelters often had jobs, pensions or other benefits that provided a livable income, but they simply could not find affordable housing. Other cited causes of homelessness found in studies was deinstitutionalization, unemployment, evictions, loss of income. Homeless often have health problems or disabilities contributing to their homelessness; such as alcoholism, epilepsy, crippling diseases, blindness and deafness. The homeless are a heterogeneous group of people. The problems are multidimensional in nature.	The public policy towards the homeless and hungry should be as follows: The "Shelter Capacity" of emergency housing for the homeless in New Jersey should be immediately expanded. A statewide census of New Jersey's homeless population should be undertaken. An extensive research study of the characteristics of the homeless population is recommended. A centralized information bank of shelter facilities and food feeding programs should be prepared. Financial support for voluntary agencies operating shelter facilities primarily through public sector funding should be increased. A centralized shelter licensing system and uniform shelter standards should be established. Certain of the current regulations concerning emergency assistance under the AFDC and General Assistance programs should be revised and/or clarified. Establishment of Comprehensive Emergency Assistance Systems (CEAS) in each country, should serve as the primary vehicle for insuring the delivery of emergency food and shelter. Each system must (1) encompass all needs -- food, shelter, counseling social services, and medical services; (2) coordinate the emergency assistance responsibilities of public assistance programs -- county welfare boards and municipal welfare agencies; and (3) encourage and support the activity of those voluntary agencies which directly furnish emergency food and shelter.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
Cincinnati OHIO	Review of shelter data and key informant interviews.	February 1987	The homeless population of the Greater Cincinnati area.	Greater Cincinnati Homeless Coalition.	Reasons for Homelessness: Loss of Income Substance Abuse Housing Problems Personal Crisis Released from Public Institutions. Reasons for Homelessness Examined Among Specific Population Groups: Men - Loss of Income Substance Abuse Release from Public Institution Women - Family Friction Geographically uprooted Loss of Income Women with Children - Abuse Housing Divorce or separation Couples - Relocating Loss of Income Eviction for nonpayment Majority of men and women range 18-45 in age. Majority of children range in age from 1-12.	Increase the Human Services budget to 1.6% of the city's budget, to offset the cost of emergency shelter operation. Support an additional one million dollars in 1988 CDBG money for the YMCA SRO project. Expand the Housing Retention Ordinance to cover the entire city to preserve the existing stock of housing as an immediate stopgap measure at a time when there is very little additional low-income housing being created. Match the Federal CDBG funds with the general revenue budget for low-income housing development. Substantially increase the supply of safe and sanitary, low and moderate cost housing and dramatically improve our ability to train people for meaningful jobs. Greater capacity and improved facilities. Increased staff resources are essential to better serve clients who usually arrive with multiple and complex problems.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
OHIO	Survey of Key Informant Survey of Homeless Persons; and State Psych. Hospital Survey.	February 1985 Published	The homeless population of the state.	Ohio Department Mental Health.	HOMELESS PERSONS SURVEY: (Self-Reporting) Population - Average age 34 81% Males 19% Females 65% White 30% Black 9% Married 13% Separated 5% Widowed 26% Divorced 44% Never Married 2.1% Living Together Education - 54% haven't Graduated from high school 16% Complete 1-8th 37% Complete 9-11th 30% high School Grads 12% Some College 2.4% College Graduate Health - 30.7% have some type of health problem. Top Three Health Problems: Arthritis Injury Heart Disease Alcohol Abuse - 19.2% Admitted drinking excesssively Veteran - 31.7% were veterans Transient - 57.1% had stayed 1-2 places in the last month. 63.5% were long-term or permanent residents. Location of the Homeless - 19.2% were non urban dwellers. 80.7% were urban dwellers. Correctional Institution - 58% had been in jail or prison. Work Pattern - 24% had been employed some time within the last month.	Coordination of Services General Medical Assessment and Care Any attempt to address the problem of homeless mentally ill must begin with provisions of meeting their basic needs of food, clothing and shelter. Adequate, comprehensive and accessible psychiatric and rehabilitative services must be available. Community housing for the mentally ill.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
UTAH	Survey of Homeless Persons.	June 5, 1986 Published (Preliminary Rept.)	The Homeless population of Four Major Cities in Utah.	Mayor's Task Force for the Appropriate Treatment of the Homeless Mentally Ill.	HOMELESS PERSONS SURVEY: (Self-reporting) Population - Average Age 34.5 79% Males 21% Females 84% White 6% American Indian Transients - only 33% are from the area. Education - 11.6 years was the average of school years completed. Causes of Homelessness - Unemployed Loss of Welfare Benefits Alcohol Family Conflict Personal Crisis Mental Health - 43% reported some type of mental problem. Drug/Alcohol Abuse 24% have been using some type of drug 7% cited homelessness because of alcohol. Physical Health - 46% reported a physical problem Malnutrition Hypertension Dental Disease Work Pattern - 35% are woorking now 3/4 are looking for work. Homeless as a Victim - 40% reported being physically abused or robbed during the past year. 30% reported being convicted of such crimes. Income - $64 was the avg. income. Social Support - Family contact is minimal and there is the suggestion that friendships are weak.	(This is a preliminary report, no recommendations have been made at this time. Although Utah has enacted a law for the coordination of services for the homeless.) The state Homeless Coordination Committee shall work to ensure that services provided to the homeless by state agencies, local governments, and private organizations are provided in a cost effective manner and that those services emphasize placement in meaningful employment or occupational training activities and where needed special services to meet the unique needs of the homeless who are elderly and those who are in families with children and treatment to ameliorate the effects of mental illness, substance abuse, or handicap.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
VIRGINIA	Literature Sources.	December 1986	The homeless population of the state.	State	There appear to be two general and overlapping categories of the homeless: The Chronically Disabled People suffering from severe personal crises; and People suffering from adverse economic conditions. CAUSES OF HOMELESSNESS: Recession Deinstitutionalization lack of and loss of existing low cost housing.	Address local and state housing regulations, especially zoning. Control condominium conversion and demolition of low income residences. State assistance to localities for financing infrastructure. Simplify legal process for making abandoned property available for resale and rehabilitation. Use CETA funds to rehabilitate old buildings. Set up revolving funds to provide low interest loans for housing development. Set up state housing trust funds, funded by appropriations, realty transfer taxes and interest on house sale escrow, insurance and tax escrow accounts and on tenant security deposits. Encourage state option of funding federal government through Emergency Assistance to Families Program of the Social Security Act. Use tax increment funding.

STATE	METHODOLOGY	TIME FRAME	POPULATION STUDIED	STUDY SPONSOR/ AUTHOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS
WISC.	Literature Review and Survey.	January 1987	The homeless population of the state.	Legislative Reference Bureau.	39 Shelters are in Wisconsin. These agencies provided shelter to 17,763 people in 1985 an average of 423 people a night. Family units made up 44% of those homeless in shelters. 2% of the homeless were over 60. 7% of the homeless were under 18. 44% were temporarily homeless due to unemployment. 22% were Black. 70% were White. 60% had no income. Causes of Homelessness: Mental Illness Alcohol and Drug Abuse Personal Crises Housing Unemployment Public Assistance 19% Female 81% Male 49% were at least high school graduates. 31.7% were Veterans.	increase Funding of Public Housing. Encourage the development of community based residential facilities for homeless mentally ill. Provide emergency relief which would include attempts to reach homeless persons eligible for food stamps or SSI benefits, allowing homeless persons to use food stamps to buy prepared meals and provisions of mental health and health care.

APPENDIX 9

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
ARIZONA	S.B. 1426 Introduced February 10, 1987	An act establishing a joint legislation commission on service delivery coordination for the homeless; prescribing compensation and duties, and prescribing expiration.
	S.B. 1336 Introduced February 9, 1987	An act relating to state government; providing for a housing trust fund; prescribing deposit of escrow account monies and monies entrusted to real estate brokers in interest bearing accounts; providing for deposit of interest in fund's prescribing use of fund monies.
CALIFORNIA	S.B. 663 Introduced February 26, 1987	This bill would require the State Department of Mental Health to conduct a study on for the comprehensive care of the homeless mentally disabled.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
CONNECTICUT	H.B. 5250	An act concerning emergency, temporary and transitional housing for the homeless.
	H.B. 5716	An act concerning authorization of bonds of the state for housing for the homeless.
	H.B. 161	An act concerning an appropriation to provide for sufficient personnel at shelters for the homeless.
ILLINOIS	S.B. 368	An act which creates the State Advisory Program for the Homeless Mentally Ill and Disabled, creates an Advocacy Division inside the Department of Public Health, and community support systems for the homeless mentally ill and disabled, which are designed to address various problems of the homeless mentally ill and disabled.
IOWA	HSB 49	An act establishing and financing a housing trust fund and appropriating its funds.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
Summary: Housing Trust Fund Program (1) Rental reduction program to provide below market rate loans to build or rehabilitate rental housing; (2) Rental allowance program providing rent subsidies to homeless people capable of maintaining independent living quarters; (3) Special rehabilitation program to provide below market rate to home owners; (4) A nonprofit housing rehabilitation program; (5) A home maintenance and repair program; and (6) A home ownership incentive program.		
MARYLAND	Art. 88A, 131	Legislative fundings and declarations on shelter, nutrition and service programs for homeless individuals.
	Art. 88A, 124	Legislative funding and declarations of homeless women and shelters.
	H.B. 1505 —	An act concerning aftercase and community mental health services for homeless persons.
NEW JERSEY	A 2649 (1986)	An act concerning housing, creating the Employer Assisted Community Housing Fund, providing for matching grants and loans to employers who assist employees in acquiring housing and making an appropriation.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
	A 1820 (1986)	This bill would appropriate $2,200,000.00 to the Department of Community Affairs for its prevention of homelessness program (temporary rental assistance and other temporary housing assistance).
	S 706 (1986)	An act to provide state aid to assist municipalities in providing emergency shelter for the homeless.
	Executive Order 39 (1986)	Created a committee to be known as the Governor's Task Force on the Homeless, which will be charged with the following responsibilities relating to prevention, study and control of the plight of the homeless: (1) Recommend and advise the Governor on policy relating to the homeless. (2) Review proposed legislation that would impact upon homeless families and adults, and (3) Advise as to what measures need to be taken to coordinate state efforts concerning the homeless.
	A 3657 (1986)	An act authorizing the Public Housing and Development Authority to establish programs to provide assistance to the homeless.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
	P.L. 1984 Chp. 180	An act concerning rental and other housing assistance.
	P.L. 1983 Chp. 343	An act to provide for the needs of the Homeless persons, determining the manner of this state's participation in the Federal Emergency Food and Shelter Program, and making an appropriation.
RHODE ISLAND	S 486 Introduced March 3, 1987	It is the purpose of this act to establish a pilot program to aid and assist homeless mentally ill and also create a 20 member permanent legislation commission whose purpose shall be to study and make funding concerning homeless individuals and families.
	86 H 8469A	The purpose is to foster safe, decent and affordable housing in the state by enabling individuals to form cooperative housing corporations for the purpose of developing, acquiring, owning and operating multi-family housing on a cooperative plan.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
TENNESSEE	HJR 111	An act which urges the Governor to establish a coordinating employment related services for the homeless provided by the Departments of Employment Security, Labor, Human Services, Veterans' Affairs and Education. The mechanism should insure that the employment related services are accessible and available to the homeless.
UTAH	H.B. 46	An act relating to public welfare; creating a housing trust fund; allowing grants and loans to be made from it, and creating a housing trust fund board.
	H.B. 196 Passed 1986	An act relating to public welfare; creating the State Homeless Coordinating Committee and establishing its membership and duties.
VIRGINIA	HJR 297 Passed 1987	Commended the Virginia Housing Development Authority on the establishment of a $45 million revolving loan fund to help finance housing initiatives for persons with low income.

Homelessness

Proposed or Enacted

Legislation

by

Other States

State	Bill	Description
		The act also urges the Virginia Housing Development Authority, as a matter of policy, that funds set aside in the initial capitalization of the $45 million Virginia Housing Fund be used for the production and preservation of low - and moderate - income housing units.
	HJR 287 Passed 1987	Requested the Dept. of Mental Health and Mental Retardation, with the Dept. of Housing & Community Development, to develop and submit a plan to provide housing for Virginia's mentally disabled citizens.
WASHINGTON, D.C.	D.C. Law S-146	Establishes in law the right to adequate overnight shelter and provides for identification of those in need of shelter and provision of such shelter.